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ABSTRACT

This document presents testimony examining issues concerning the education of students with deafness and exploring ways to strengthen federal legislation to ensure an appropriate quality education for these students. The hearing focuses specifically on reauthorization of the Education of the Deaf Act, which authorizes funding for Gallaudet University (Washington, D.C.), the National Technical Institute for the Deaf (Rochester, New York), and model demonstration schools. The act also created the Commission on Education of the Deaf which recommends improvements in the education of persons who are deaf or hard of hearing. The testimony deals with early identification and intervention, student placement, communication skills, parent involvement, professional standards, and other topics. The document contains statements, prepared statements, letters, and supplemental materials from: (1) Congressional Representatives Major R. Owens and Donald M. Payne; (2) the Assistant Secretary for Special Education and Rehabilitative Services of the Department of Education; (3) representatives of the Commission on Education of the Deaf, Gallaudet University, and the National Technical Institute for the Deaf; and (4) representatives from the Council of Organizational Representatives, the National Association of State Directors of Special Education, the Conference of Educational Administrators Serving the Deaf, the National Association of the Deaf, the American Society for Deaf Children, the Alexander Graham Bell Association for the Deaf, the California Center for Law and the Deaf, the City University of New York, and the National Cued Speech Association. (JDD)

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# HEARING ON THE REAUTHORIZATION OF THE EDUCATION OF THE DEAF ACT

ED348818

## HEARING

BEFORE THE

SUBCOMMITTEE ON SELECT EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDRED SECOND CONGRESS

SECOND SESSION

HEARING HELD IN WASHINGTON, DC, FEBRUARY 25, 1992

**Serial No. 102-91**

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# CONTENTS

Page
Hearing held in Washington, DC, February 25, 1992 .... 1

Statement of:

Bowe, Frank, Past Chairperson, Commission on Education of the Deaf, Hofstra University, Hempstead, NY; I. King Jordan, President, Gallaudet University, Washington, DC; and William Castle, Director, National Technical Institute for the Deaf, Rochester, NY .... 25
Davila, Hon. Robert R., Assistant Secretary for Special Education and Rehabilitative Services, Department of Education .... 6
Dickman, Donna M., Co-Chair, Council of Organizational Representatives, Washington, DC; John George, National Association of State Directors of Special Education, Alexandria, VA; accompanied by Doin Hicks, Conference of Educational Administrators Serving the Deaf, Washington, DC .... 140
Rosen, Roslyn, President, National Association of the Deaf, Silver Spring, MD; Jeffrey M. Cohen, President, American Society for Deaf Children, Washington, DC; Virginia Stern, Chairperson, Parent Section, Alexander Graham Bell Association for the Deaf; and Pamela H. Beck, President, National Cued Speech Association, Shaker Heights, OH, accompanied by Daniel Koo, Student .... 71

Prepared statements, letters, supplemental materials, et cetera:

Beck, Pamela H., President, National Cued Speech Association, Shaker Heights, OH, prepared statement of .... 112
Bowe, Frank, Past Chairperson, Commission on Education of the Deaf, Hofstra University, Hempstead, NY, prepared statement of .... 29
Castle, William, Director, National Technical Institute for the Deaf, Rochester NY, prepared statement of .... 51
Cohen, Jeffrey M., President, American Society for Deaf Children, Washington, DC, prepared statement of .... 89
Copeland, Deborah S., Chairperson, Programs for Deaf and Hearing Impaired Students, City University of New York, prepared statement of .... 188
Davila, Hon. Robert R., Assistant Secretary for Special Education and Rehabilitative Services, Department of Education, prepared statement of .... 10
Dickman, Donna M., Co-Chair, Council of Organizational Representatives, Washington, DC, prepared statement of .... 144
George, John, National Association of State Directors of Special Education, Alexandria, VA, prepared statement of .... 171
Jordan, I. King, President, Gallaudet University, Washington, DC, prepared statement of .... 36
Owens, Hon. Major R., a Representative in Congress from the State of New York, prepared statement of .... 3
Payne, Hon. Donald M., a Representative in Congress from the State of New Jersey, prepared statement of .... 5
Rosen, Roslyn, President, National Association of the Deaf, Silver Spring, MD, prepared statement of .... 76
Siegel, Lawrence, California Center for Law and the Deaf, prepared statement of .... 183
Stern, Virginia W., Chairperson, Parent Section, Alexander Graham Bell Association for the Deaf, prepared statement of .... 97

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# HEARING ON THE REAUTHORIZATION OF THE EDUCATION OF THE DEAF ACT

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TUESDAY, FEBRUARY 25, 1992

House of Representatives,
Subcommittee on Select Education,
Committee on Education and Labor,
*Washington, DC.*

The subcommittee met, pursuant to call, at 10 a.m., Room 2257, Rayburn House Office Building, Hon. Major R. Owens, Chairman, presiding.

Members present: Representatives Owens, Payne, Pastor, Ballenger, and Gunderson.

Staff present: Maria Cuprill, Wanser Green, Pat Laird, Sylvia Hacaj, Alan Lovesee, Sally Lovejoy, and Molly Salmi.

Chairman Owens. The Subcommittee on Select Education will come to order.

Creating "a learning society" and a "Nation of students" is the stated goal of America 2000. Although I agree that in no other sector of our national life is new thinking more needed than in education, the America 2000 proposal falls short of the kind of overwhelming effort needed for the transformation of American education.

A new educational plan will require nothing short of a "learning revolution," a unique American plan which will involve those who are most critical to making any plan work. Yet children with disabilities, their parents, communities, and schools have been ignored by the America 2000 planners, to the detriment of both special and general education.

It is not yet clear whether American special education students will suffer the same adverse impact as their British counterparts. Clearly, the designers of the America 2000 strategy were impressed with the British approach of the 1980's to force school improvement by introducing school choice and a system of national exams. This top-down strategy has produced devastating consequences for special education in Great Britain, as evidenced in a recent series of articles in the New York Times. Under their choice program, schools in the United Kingdom are turning away special education students because they fear that this population will reduce their collective achievement scores. A truly American solution should not seek to imitate the exam-dominated systems of the United Kingdom and Japan.

Those of us familiar with the strengths of special education must stand ready to sound the alarm and mobilize. We must demand that we be allowed to improve the Nation's education system without discouraging or discarding any segment of our student population.

Today's hearing is the first on the reauthorization of the Education of the Deaf Act, which established the Commission on Education of the Deaf to study the quality of education of the deaf. In its 1988 report, *Toward Equality,* the Commission concluded that the present status of education for persons who are deaf in the United States is unacceptably unsatisfactory.

During this hearing and others, we will examine the issues and recommendations identified in the Commission's report and the two special institutions contained in the Act: Gallaudet University and its two model demonstration schools and the National Technical School for the Deaf. In addition, we will explore ways to strengthen the legislation to ensure an appropriate quality education for students who are deaf and hard-of-hearing.

[The prepared statement of Hon. Major R. Owens follows:]

## OPENING STATEMENT OF HON. MAJOR R. OWENS, CHAIRMAN
## HOUSE SUBCOMMITTEE ON SELECT EDUCATION
## HEARING ON
## THE REAUTHORIZATION OF THE EDUCATION OF THE DEAF ACT
## FEBRUARY 25, 1992

Creating "a learning society" and "a Nation of students" is the stated goal of **America 2000**. Although I agree that in no other sector of our national life is new thinking more needed than in education, this proposal falls short of the kind of overwhelming effort needed for the transformation of American education. A new educational plan will require nothing short of a "learning revolution"--a unique American plan which will involve those who are most critical to making any plan work. Yet, children with disabilities, their parents, communities, and schools have been ignored by the **America** 2000 planners to the detriment of both special and general education.

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United Kingdom were turning away special education students because they feared that this population would reduce the collective achievement scores. A truly American solution should not seek to imitate the exam-dominated systems of Japan and the United Kingdom.

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Today's hearing is the first on the reauthorization of the Education of the Deaf Act (EDA) which established the Commission on Education of the Deaf to study the quality of education of the deaf. In its 1988 report, Toward Equality, the Commission concluded that the "present status of education for persons who are deaf in the United States is unacceptably unsatisfactory." During this hearing and others, we will examine: (1) the issues and recommendations identified in the Commission's report and (2) the two special institutions contained in the Act--Gallaudet University (and its two model demonstration schools) and the National Technical School for the Deaf. In addition, we will explore ways to strengthen the legislation to ensure an appropriate quality education for students who are deaf and hard of hearing.

Chairman **Owens**. I yield to my colleague, Mr. Payne, for an opening statement.

Mr. **Payne**. Thank you very much, Mr. Chairman.

I have a prepared statement which I would like to have entered into the record. I would just like to commend you for calling this hearing on this very sensitive and important issue.

I think that too often when we talk about so-called "mainstream America" we leave out so many of our citizens. It was only recently that the Americans With Disabilities Act was passed—with stringent opposition from the administration on the initial bill, and later diluted, in my opinion, but finally passed with a very big celebration.

But earlier on there were more obstacles to the passage of that legislation. People who ran bus companies felt the bill was unsatisfactory to them because they would have to alter new buses so that handicapped people could ride. We had all kinds of opposition from people in the workplace who said that they should not be asked to endure additional cost in order to make the workplace conducive for individuals with disabilities.

We were glad that we finally were able to get the Americans With Disabilities Act passed. It's unfortunate in our society that we have to make special laws. All people should have civil rights. All people should be able to enjoy the fruits of this democracy. So I'm here in support of the reauthorization, and I look forward to the testimony that we shall hear from our witnesses.

Thank you, Mr. Chairman.

Chairman **Owens**. Thank you. Without objection, the gentleman's written opening statement will be entered into the record.

[The prepared statement of Hon. Donald M. Payne follows:]

### Prepared statement of Hon. Donald M. Payne, a Representative in Congress from the State of New Jersey

Mr. Chairman, as we meet to examine the issues surrounding the reauthorization of the Education of the Deaf Act of 1986, I am pleased that our subcommittee will have the opportunity today to hear directly from witnesses who work closely with the deaf community. In particular, we are fortunate to be able to draw on the experiences and expertise of representatives from two of the most outstanding institutes of higher learning in the country. We welcome Dr. I. King Jordan, President of Gallaudet University, and Dr. William Castle, Director of the National Technical Institute for the Deaf. We thank all of the other witnesses as well for sharing your views with us today.

Mr. Chairman, the report issued by the Commission on Education of the Deaf in 1988 entitled *Towards Equality: Education of the Deaf* made it clear that we have not yet fulfilled our goal of providing deaf students with a solid education. The report concluded that both Congress and the U.S. Department of Education need to make changes to improve the quality of education for deaf students.

Some of the flaws that the commission pointed out were the failure of schools and government to provide adequate monitoring, direction, and resources. Furthermore, it was noted that full advantage has not been taken of the latest technology available to assist the deaf.

The commission made 52 specific recommendations to bring about positive changes in deaf education.

The reauthorization process affords us the opportunity to study those recommendations and also to consider other suggestions for improvements in all areas of deaf education, from early intervention through postsecondary education.

Again, Mr. Chairman, I welcome all of our witnesses and I look forward to hearing their testimony.

Chairman **Owens**. I yield to Mr. Ballenger for an opening statement.

Mr. **Ballenger**. Thank you, Mr. Chairman.

Today we begin the first in a series of hearings on the Education of the Deaf Act, which I believe will provide the subcommittee with information about the programs authorized under the Act.

I want to welcome Dr. Davila and other witnesses who are here to testify today. I am particularly interested in the legislation because I have a hearing impairment myself and because the western campus of the North Carolina School for the Deaf, until the new redistricting, is part of my district. I think I lost it in the redistricting in North Carolina.

When I was in the North Carolina legislature, I served on the Human Resources Appropriations Committee and became very much aware of the needs of the North Carolina School for the Deaf and education of deaf and hard-of-hearing students. Even though the Education of the Deaf Act only authorizes Gallaudet University and the National Technical Institute for the Deaf, I believe this subcommittee should look at ways to attain higher educational achievement for deaf and hard-of-hearing students throughout the country.

While some of the recommendations of the Commission on Education of the Deaf have been achieved, the majority of the deaf students are not graduating from high school at grade level. It is my hope that these hearings will give us an insight in how to address this problem.

I thank the Chairman for holding these hearings, and I am looking forward to hearing from our witnesses today.

Chairman **Owens**. Thank you.

As our first witness, we are pleased to welcome the Assistant Secretary of the Office of Special Education and Rehabilitation Services, Dr. Robert Davila.

Mr. Secretary, you may begin.

## STATEMENT OF THE HONORABLE ROBERT R. DAVILA, ASSISTANT SECRETARY FOR SPECIAL EDUCATION AND REHABILITATIVE SERVICES, DEPARTMENT OF EDUCATION

Secretary **Davila**. Thank you, sir.

Mr. Chairman and members of the committee, thank you for the opportunity to appear before this committee to express the administration's full support for reauthorization of the Education of the Deaf Act of 1986. Today I will summarize our reauthorization proposal, which we will formally transmit in the near future.

The Education of the Deaf Act authorizes funding for Gallaudet University and the National Technical Institute for the Deaf and also created the Commission on Education of the Deaf to recommend improvements in the education of persons who are deaf and hard-of-hearing. Through Federal funding of postsecondary education and model programs for elementary and secondary students, the Act was intended to foster improvement in the quality of programs available to students who are deaf and hard-of-hearing.

Now, as Congress and the administration approach reauthorization of the Act, we must consider how these programs can be further improved by viewing them in the context of the National Education Goals adopted by the President and the Nation's governors.

These goals, especially those dealing with school readiness, school completion, and adult literacy and lifelong learning, prove very relevant to the needs of educating deaf and hard-of-hearing people in this country. By increasing accountability in the use of Federal funds and encouraging excellence in the programs authorized by this Act, we can continue to make an important contribution to improving the education of deaf and hard-of-hearing young people.

The last 5 years have been especially significant in the lives of persons who are deaf and hard-of-hearing. In March 1988, the Nation's deaf and hard-of-hearing community experienced a revolution as Gallaudet students demanded a "Deaf President Now." In the same year, the Commission on Education of the Deaf submitted its report to Congress highlighting the needs of students who are deaf.

And, in 1990, important laws were enacted, including the Television Decoder Circuitry Act and the Americans With Disabilities Act, intended to assure full participation in society by persons with disabilities. The reauthorization of the Education of the Deaf Act affords the opportunity to continue this progress.

For fiscal year 1992, the Federal appropriation will provide approximately 73 percent of total revenue for Gallaudet University, including 100 percent for its Precollege programs, and 83 percent of total revenue for the National Technical Institute for the Deaf. This amounts to a combined Federal appropriation of almost $116 million for these two institutions alone.

The size of the Federal appropriation and its importance to these institutions as a source of revenue reflect the clear Federal interest in the efficiency and effectiveness of their operations.

The Education of the Deaf Act of 1986 required the Secretary of Education to monitor and evaluate the education programs and activities and the administrative operations of Gallaudet University and NTID. The Commission on Education of the Deaf also called for periodic program evaluations of these institutions. We are presently conducting a study of the management, planning, and budget processes of Gallaudet University. The Department is considering plans to conduct a similar study at NTID.

Our reauthorization proposal seeks to increase accountability for funds provided to these institutions and improve the administration of their programs. This is consistent with recommendations of the Commission on Education of the Deaf for increased oversight and coordination of these programs by the Department of Education.

For example, the administration's proposal would broaden the scope of the responsibilities of the Department of Education Liaison Officer to increase departmental coordination with other agencies and organizations involved with deafness.

Gallaudet University and NTID are required to provide to the Secretary limited information under current reporting requirements. Our proposal would add provisions requiring them to include additional information as may be required by the Secretary and create uniform due dates for submission of reports.

The Secretary and Gallaudet University maintain an agreement, authorized under current law, for the establishment and operation of the Model Secondary School for the Deaf. The current statute does not provide for such an agreement with respect to the Kendall Demonstration Elementary School. Our proposal would provide for such an agreement. This proposal also would provide for consistency in the statutory provisions governing administration of the two schools.

In addition to strengthening the accountability of these institutions, the administration proposes several changes related to excellence in administration and program improvement. For the Precollege programs, a single authority is proposed to eliminate unnecessary administrative burdens for the schools. The basic mission of the two schools would remain the same, but an emphasis would be placed on the development of model innovative teaching and learning techniques that will address national needs as well as respond to emerging needs.

Our proposal would require the Precollege programs to provide services to develop materials for students who are deaf and hard-of-hearing, have secondary disabilities, are low-functioning academically, are from non-English-speaking homes, or reside in rural areas. These were cited as areas of need in the Commission on Education of the Deaf report.

Materials development and technical assistance would be provided, to the extent possible, in an equitable manner to programs serving deaf and hard-of-hearing students across a range of educational placements. Our proposal would require the Precollege programs to notify the child's local education agency of that child's attendance at these programs, regardless of the source of referral or placement.

Our proposal would extend the basic protections under Part B of the Individuals With Disabilities Education Act to children who have been placed by their parents in the Gallaudet Precollege programs. We believe that these protections, which are now afforded to children placed in those programs by local educational agencies, would benefit all children in these programs that are 100 percent federally funded.

Our proposal will contain several improvements for the Federal Endowment Matching Grants program. The administration will propose changes to permit the Department to monitor compliance with the endowment investment restrictions and assess benefits derived from the program. The institutions also would be required to complete and furnish to the Department annual reports on how income from these Federal programs is used.

In addition, to further leverage Federal resources, a high match, two dollars for every Federal dollar, would be required for funds raised above $1 million in a given fiscal year. The Department is also considering changes to the endowment provisions to address emergency funding needs and the need for a continuing stable fund corpus.

Foreign students account for an increasing percentage of the student body at Gallaudet and those now being accepted at NTID. The Department recognizes that cultural diversity is a positive element on these campuses. At the same time, there are large gaps in educational opportunities for Americans who are deaf and hard-of-hearing that must be addressed.

Our proposal would place a 10 percent cap on the enrollment of foreign students as a percentage of the total student body at each institution. The proposal would also phase in a tuition surcharge of 135 percent for foreign nationals over a four-year period.

Another accountability measure we propose relates to government cost principles. The principles apply to all Department of Education grants and require costs of these grants to be reasonable. The administration proposes that, for the purposes of administration, the appropriation for Gallaudet and NTID be expended in accordance with the cost principles established by the Secretary of Education for institutions of higher education.

These principles would provide objective measures against which expenditures at Gallaudet University and the National Technical Institute for the Deaf could be compared. These principles would be modified, as necessary, to reflect the unique nature and services of these institutions.

A number of amendments are proposed in order to correct technical problems and eliminate inconsistencies throughout the Act. In addition, Title III, which authorized the Commission on Education of the Deaf, would be repealed since the Commission completed its work several years ago.

In conclusion, Mr. Chairman, I want to emphasize the administration's strong support for the reauthorization of the Education of the Deaf Act. Our proposal is aimed at strengthening accountability and promoting excellence in these important programs to ensure that Federal funds help achieve the purpose of the Act, which is successful education for students who are deaf and hard-of-hearing.

Mr. Chairman, I will be pleased to answer any questions you and your associates may have. Thank you.

[The prepared statement of Hon. Robert R. Davila follows:]

# DEPARTMENT OF EDUCATION

Statement by Dr. Robert R. Davila

Assistant Secretary for Special Education

and Rehabilitative Services

before the

Subcommittee on Select Education

of the Committee on Education and Labor

U.S. House of Representatives

February 25, 1992

Mr. Chairman and Members of the Committee:

Thank you for the opportunity to appear before this Committee to express the Administration's full support for reauthorization of the Education of the Deaf Act of 1986. Today I will summarize our reauthorization proposal, which we will formally transmit in the near future.

The Education of the Deaf Act authorizes funding for Gallaudet University and the National Technical Institute for the Deaf and also created the Commission on Education of the Deaf to recommend improvements in the education of persons who are deaf and hard-of-hearing. Through Federal funding of postsecondary education and model programs for elementary and secondary education, the Act was intended to foster improvement in the quality of educational programs available to students who are deaf and hard-of-hearing throughout the United States.

Now, as Congress and the Administration approach reauthorization of the Act, we must consider how these programs can be further improved by viewing them in context of the National Education Goals adopted by the President and the Nation's governors. These goals, particularly those dealing with school readiness, school completion, and adult literacy and lifelong learning, prove very relevant to the needs of educating deaf and hard-of-hearing students. By increasing accountability in the use of Federal funds and encouraging excellence in the programs authorized by this Act, we can continue to make a significant contribution to improving the education of students who are deaf and hard-of-hearing.

The last five years have been especially significant in the lives of persons who are deaf and hard-of-hearing. In March 1988, Gallaudet University and the Nation's deaf and hard-of-hearing community experienced a revolution as Gallaudet students demanded a "Deaf President Now." In the same year, the Commission on Education of the Deaf submitted its landmark report to Congress highlighting the needs of students who are deaf. And, in 1990, significant laws were enacted: the Television Decoder Circuitry Act and the Americans with Disabilities Act to assure full participation in society by people with disabilities. The reauthorization of the Education of the Deaf Act affords the opportunity to continue this progress in enhancing educational opportunities for individuals who are deaf and hard-of-hearing.

For fiscal year 1992, the Federal appropriation will provide approximately 73 percent of total revenue for Gallaudet University, including 100 percent for its Pre-College Programs (the Kendall Demonstration Elementary School and the Model Secondary School for the Deaf), and 83 percent of total revenue for the National Technical Institute for the Deaf (NTID). This amounts to a combined Federal appropriation of almost $116 million for these two institutions alone. The size of the Federal appropriation and its significance to these institutions as a source of revenue reflect the clear Federal interest in the efficiency and effectiveness of their operations.

The Education of the Deaf Act of 1986 required the Secretary of Education to monitor and evaluate the education programs and activities and the administrative operations of Gallaudet University and NTID. The Commission on Education of the Deaf also called for periodic program evaluations of these institutions. Over the past few years, the Department has begun to review and evaluate the educational programs, and administrative operations of Gallaudet University. We are conducting a study of the management, planning, and budget processes of the University. The Department is considering plans to conduct a similar study at NTID.

Our reauthorization proposal seeks to increase accountability for funds provided to these institutions and improve the administration of their programs. This is consistent with recommendations of the Commission on Education of the Deaf for increased oversight and coordination of these programs by the Department of Education. For example, the Administration's proposal would broaden the scope of the responsibilities of the Department of Education Liaison Officer to increase Departmental coordination with other agencies and organizations involved with deafness.

The Department's Liaison Officer would also review research carried out by Gallaudet University, NTID, and the four regional postsecondary educational programs for deaf students authorized under the Individuals with Disabilities Education Act to determine areas of overlap and opportunities for coordination.

Gallaudet University and NTID are required to provide to the Secretary limited information under current reporting requirements. Our proposal would add provisions requiring such additional information as may be required by the Secretary, and create uniform due dates for submission of reports.

The Secretary and Gallaudet University maintain an agreement, authorized under current law, for the establishment and operation of the Model Secondary School for the Deaf on the Gallaudet campus, a high school for students who are deaf. The current statute does not provide for such an agreement with respect to the Kendall Demonstration Elementary School (KDES). Our proposal would provide for such an agreement. This proposal would be an important tool for the Department to ensure that Kendall and the Model Secondary School are effectively using Federal funds and providing, consistent with their National mission, outreach and technical assistance programs to improve the quality of education programming for deaf and hard-of-hearing students. This also would provide for consistency in the statutory provisions governing administration of the two schools.

In addition to strengthening the accountability of these institutions, the Administration proposes several changes related to excellence in administration and program improvement. For the Pre-College Programs, a single authority is proposed to eliminate unnecessary administrative burdens for the schools. The basic mission of the two schools would remain the same, but an emphasis would be placed on the development of model innovative teaching and learning techniques that will address national needs as well as respond to emerging needs.

Our proposal would require the Pre-College programs to provide services to develop materials for students who are deaf and hard-of-hearing, have secondary disabilities, are low-functioning academically, are from non-English speaking homes, or reside in rural areas. These were cited as areas of need in the Commission on Education of the Deaf report. The Department believes that there is an insufficient level of technical assistance available to teachers and professionals around the country to help them to best serve these groups of students. In addition, there is a need to increase the number of models of exemplary practice available to programs serving diverse populations. For this reason, we are proposing that KDES and MSSD increase their research and dissemination efforts on these areas.

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Materials development and technical assistance would be provided, to the extent possible, in an equitable manner to programs serving deaf and hard-of-hearing students across a range of educational placements. Our proposal would require the Pre-College Programs to notify the child's local education agency of that child's attendance at these programs, regardless of the source of referral or placement.

Our proposal would extend the basic protections under Part B of the Individuals with Disabilities Education Act to children who have been placed by their parents in the Gallaudet Pre-College programs. We believe that those protections, which are now afforded to children placed in those programs by local educational agencies, should benefit all children in these programs that are 100 percent federally funded.

Our proposal will contain several improvements for the Federal Endowment Matching Grants Programs. The Administration will propose changes to permit the Department to monitor compliance with the endowment investment restrictions and assess benefits derived from the program. These amendments would require the institutions to keep accurate financial records relating to their endowment funds, have annual financial and compliance audits relating to their endowment funds, and furnish copies of the audit reports to the Department. The institutions also would be required to complete and furnish to the Department annual reports on how income from the Federal program is used. In addition, to further leverage Federal resources, a high match, two dollars to every Federal dollar, would be required for funds raised above $1 million in a given fiscal year. The Department is also considering changes to the endowment provisions to address emergency funding needs and the need for a continuing stable fund corpus.

Foreign students account for an increasing percentage of the student body at Gallaudet and those now being accepted at NTID. The Department recognizes that cultural diversity is a positive element on these campuses. At the same time, there are large gaps in educational opportunities for Americans who are deaf and hard-of-hearing that must be addressed. Our proposal would place a ten percent cap on the enrollment of foreign students as a percentage of the total student body at each institution. The proposal would also phase in a tuition surcharge of 135 percent for foreign nationals over a four-year period.

Another accountability measure we propose relates to Government cost principles. The principles apply to all Department of Education grants and require costs of these grants to be reasonable. The Administration proposes that, for the purposes of administration, the appropriation for Gallaudet and NTID be expended in accordance with the cost principles established by the Secretary of Education for institutions of higher education. They are used by the Department as a basis for questioning expenditures. These principles would provide objective measures against which expenditures at Gallaudet University and the National Technical Institute for the Deaf could be compared. These principles would be modified, as necessary, to reflect the unique nature and services of these institutions.

A number of amendments are proposed in order to correct technical problems and eliminate inconsistencies. For example, audit requirements would be amended to specify that the audits be conducted in accordance with generally accepted government auditing standards. In addition, Title III, which authorized the Commission on Education of the Deaf, would be repealed since the Commission completed its work several years ago.

In conclusion, I want to emphasize the Administration's strong support for the reauthorization of the Education of the Deaf Act. Our proposal is aimed at strengthening accountability and promoting excellence in these important programs to ensure that Federal funds help achieve the purposes of the Act--successful education for students who are deaf and hard-of-hearing.

Mr. Chairman, I will be pleased to answer any questions you or your colleagues may have.

Chairman **Owens**. Thank you very much, Mr. Secretary.

Before we proceed with questions, allow me to correct an error I have made here. It was not bad manners; it was, I think, tunnel vision that made me overlook the fact that we have a guest here. Our colleague from the Education and Labor Committee, a senior member there, Mr. Steve Gunderson is with us. I neglected to ask him if he had opening comments. I'd like to compensate for that by allowing him to begin with questions and make an opening statement, if he would like to.

Welcome to the subcommittee, Steve.

Mr. **Gunderson**. You are very, very kind, Mr. Chairman. I did not feel in any way that you had snubbed me.

Chairman **Owens**. I was a little shell-shocked by the fact we were beginning the hearing on time.

Mr. **Gunderson**. I was impressed, Mr. Chairman.

I just want to thank you for the opportunity to sit in on your subcommittee hearing. For those in attendance, I am, as you indicated, a member of the full Education and Labor Committee, but I also, Mr. Chairman, as you are well aware, serve dual functions here today in that I am not only a member of the Education Committee, I happen to also be one of three congressionally-appointed trustees at Gallaudet University.

If you will allow me to ask questions, Secretary Davila, in that dual role. I listened to your testimony, I quickly get the impression that, if the administration's proposals were enacted, there literally would be no role for trustees at Gallaudet University, because, if I read your suggestions correctly, you would simply make Gallaudet an agency within the Department of Education.

Could you comment on that?

Secretary **Davila**. Certainly. I also have a past relationship with the University. I was a Vice President of the University for 11 years, so I am quite familiar with the operations and quite familiar with the authority and the operations of the Board of Trustees.

There is no intention whatsoever in any of the administration's proposals to micromanage the University. We fully respect and will fully stay clear of any responsibility that rightfully belongs to the Board of Trustees. But the appropriation to the University, as an example, represents a very large Federal investment.

Right now, if I may say, we probably do more monitoring and evaluation of a $40,000 discretionary grant than we do of the University entirely. What we seek is information that will permit us to be in a position to advocate for the programs of the University in a more appropriate manner, to work very closely with the congressional committees, to be in a position to promote the goals of the University in a more effective and efficient manner. But, right now, we lack the information to be able to be more proactive.

So, in answer to your question, it is exactly the opposite. We have no intention whatsoever to manage the University. It is not our responsibility. That responsibility rightfully belongs with the Board of Trustees.

Mr. **Gunderson**. Let me, Dr. Davila, call to your attention three statements in your testimony: You indicate, first of all, that the administration would broaden the scope of responsibilities of the Department of Education liaison officer to increase departmental coordination. You also suggest this liaison officer would review research carried out by Gallaudet University. And then you suggest that you would add provisions requiring such additional information as may be required by the Secretary.

I have to tell you those three recommendations suggest to me that the administration is asking for carte blanche authority to monitor and direct any and all programs at Gallaudet as well as the precollege programs.

Secretary **Davila**. May I comment?

Mr. **Gunderson**. Sure. Yes.

Secretary **Davila**. Thank you. On the contrary, the liaison officer would have no such authority. There is no program responsibility in the office of the liaison officer for the special institutions. What we are proposing is better communication among all agencies and organizations in the field of deafness.

I think that would be a very proactive direction to take, because, right now, there are so many different levels of communication occurring and very little coordination occurring anywhere in the Department with the special programs around the Nation that relate to deafness and hard-of-hearing individuals. We cannot wait for a commission to come every 10 years or so in order to identify an agenda.

What this person would be doing is coordinating activities. This person would have no carte blanche authority whatsoever. It's only a matter of establishing a good level of communication and coordinating planning so that we may feel assured the Federal funds being provided to help people who are deaf and hard-of-hearing are being used for the purpose intended and that the base results have been achieved.

There is no intention anywhere in our proposals to give this person any authority over the University or anyone else.

Mr. **Gunderson**. Mr. Secretary, in the audit you are conducting at the present time, and all the audits you have reviewed of Gallaudet, is there any evidence of misuse of funds?

Secretary **Davila**. No, sir. That has never been our suggestion or intention, but we do this for every program that is administered by the Department of Education. And this may be one exception where we don't have that level of communication and ongoing monitoring, but no intention whatsoever to cast any shadow of doubt on the integrity of the University or anyone associated with it.

Mr. **Gunderson**. Do you recognize a unique and separate mission for both Howard University and Gallaudet as private colleges which receive significant Federal support because of their missions, or would you disagree with that statement?

Secretary **Davila**. I'm not familiar with the arrangement with Howard University, so I cannot comment.

Mr. **Gunderson**. One final question: If the Congress were to reauthorize the Education of the Deaf Act as it exists today, without any changes or recommendations, would the administration be willing to sign such legislation into law?

Secretary **Davila**. Well, we are making proposals that will improve the ability of the Act to be more responsive to people who are deaf through greater efficiency and increased accountability.

That is not to question anyone's good intentions, but I believe that our proposals are not radical. We are not proposing any radical departure from the present Act. I think our proposal will improve our ability to be more proactive, to provide a better service.

Mr. GUNDERSON. I understand why you can't give me an easy yes or no today.

Thank you very much, Mr. Chairman. You're very kind.

Chairman OWENS. Thank you.

Mr. Ballenger.

Mr. BALLENGER. Thank you, Mr. Chairman.

Mr. Secretary, if I may, first of all, in my previous discussions of the cost of an education at Gallaudet, it was an estimation, I think, on your part that it was between $30,000 and $40,000, cost per student, per year.

Recognizing the financial difficulties of our Federal Government, and so forth, you recommend a 135 percent increase in tuition for foreign students. Do you have any statistics, or do you have, in your knowledge, the amount that, say, private colleges or universities throughout the country have raised their tuition in some period of time for out-of-state students?

Secretary DAVILA. Yes, sir. The 135 percent surcharge that we have proposed is not a randomly selected figure. It comes from the 1989 data available for State universities and land grant colleges in this Nation. Sixty-nine of the 70 land grant and State university colleges that Gallaudet and NTID use for comparing tuition costs charge an average of 135 percent surcharge for foreign students and out-of-state students.

Those were figures for 1989. The figures for this current year are much higher, 167 percent. We are proposing what I think is a reasonable surcharge, 135 percent, that would be phased in over four years. Right now, in any State in the Union, out-of-state students pay higher surcharges.

Mr. BALLENGER. I think I'm also correct in stating that some governments, some foreign governments, do assist their students with grants from the government itself to attend Gallaudet University; is that not correct?

Secretary DAVILA. Well, I'm not familiar with all of the countries that are represented in the student enrollment, but I do have some knowledge of Canada, which represents our largest enrollment at Gallaudet University, for example. There is a national program in Canada, similar to our vocational rehabilitation program, that provides some support for students attending Gallaudet.

I don't know whether this covers every student from Canada, but there is some support. In addition, other students from other countries may or may not, but some may get special fellowships or scholarships, but I think it varies from country to country.

Mr. BALLENGER. Thank you, Mr. Chairman. That's all my questions.

Chairman OWENS. Thank you.

Mr. Payne.

Mr. PAYNE. Yes. Mr. Secretary, in your remarks, you indicate that there are four regional postsecondary programs for deaf students authorized under the Individuals With Disabilities Act.

Where are these four programs located? I'm unfamiliar with the programs; are they currently active?

Secretary **Davila**. Well, let me see if I have them right. One is at the California State University in Northridge. Another is at Seattle Community College. Another is a technical/vocational institute in St. Paul, Minnesota. And the fourth is a consortium of postsecondary programs that is administered at the University of Tennessee.

Mr. **Payne**. Is there any reason why these institutions tend not to be in the Northeast? California, and the State of Washington, Minnesota, and Tennessee are all far, far away. Has there been any request or is there any move to try to more regionally locate them like at Rutgers University in New Jersey, or Seton Hall, my alma mater, in New Jersey, or Princeton, New Jersey?

Secretary **Davila**. Well, the four programs that I mentioned a while ago are demonstration programs that were awarded on the basis of proposals that were submitted by a wide range of colleges and universities. So they were awarded on the basis of decisions and recommendations made by a peer review panel. While they appear to be geographically placed, I would say there are still gaps in our Nation, but they were not awarded based on geographic considerations alone.

Mr. **Payne**. Will there be any requests for reauthorization of the demonstration programs? In other words, will the window of opportunity be opened for other institutions?

Secretary **Davila**. Yes, sir, there will be. When the grants expire, then there will be a new request for proposals.

I would like to mention something else, sir. The Congress mandated a national longitudinal study of students in special education. As part of the study, we are presently conducting a national study of postsecondary education opportunities for deaf persons. We intend to use that information later to make recommendations or proposals with respect to needs that may be identified on both a geographic basis and a program basis.

Mr. **Payne**. We have a very outstanding program for the deaf in our elementary and secondary schools in Newark, New Jersey. The Berlin School and the Bruce Street School are known nationwide. Maybe I need to call our local college presidents together to find out why we haven't aggressively sought these postsecondary programs.

I had another question: You said the Secretary and the University maintain an agreement authorized under the current law for the establishment and operation of a Model Secondary School for the Deaf on the Gallaudet campus. Does this mean you are in the process of establishing—or is this established and ongoing and has been ongoing? With regard to the Kendall Demonstration Elementary School, which you would like to see done, it seems to me that, in order for the secondary school program to be successful, there should be the elementary to feed into it. What are the prospects of that proposal being agreed to by the Secretary?

Chairman **Owens**. They are both there already.

Mr. **Payne**. They are already in operation. Okay.

Secretary **Davila**. Sir, our proposal would really assist the University in administering the two programs, because both the programs, the Kendall Demonstration Elementary School and the

Model Secondary School have similar, parallel missions. So, for the sake of efficiency and effectiveness, we are proposing that they consolidate both programs within this Act.

Mr. **Payne**. I have one final question, not directed to the University. Last year I had the opportunity to visit Singapore—no it was Kuala Lumpur in Malaysia. I used to be very active with the YMCA so I visited a local YMCA. They had a camp for the deaf. Of course, throughout the United States, I've seen some programs similar to that, and I know in Canada there are similar programs.

When I visited that particular program, they had an all-Asian meeting of deaf youngsters. The sign language, of course, was different, and that made it difficult for young people to communicate.

I just wonder whether any research has ever been done—and maybe your institution might be the place—concerning a universal sign language that everyone could understand. Perhaps some research could be done to see the similarities in different languages and how a common language could be proposed.

I just thought that the kids who were going to come from Canada might have a little difficulty communicating with the English deaf youngsters.

Secretary **Davila**. Well, it's an interesting question you ask. On appearance, people unfamiliar with sign language assume that everyone in every part of the world speaks the same language and understands it. But, in truth, the differences among sign languages are the same as the differences you have in spoken languages.

There are efforts to create some kind of pidgin type sign language that is known as International Sign Language, but it very difficult, really, to communicate in that kind of modified language. Nevertheless, because of the increased economic, employment and social opportunities for deaf people in the world, there is much more interaction among deaf persons throughout the world. So we are seeing an influence of sign language from one country to another all over, in Asia, in Africa, in Europe, in North America, as well.

Interesting to say, you see the same kind of influence by American Sign Language throughout the world as you will see with spoken English throughout the world. That is because of opportunities for interaction and because of television and other forms of communication. People who are deaf can now visit with other people and have exchanges like anyone else.

So we are getting closer to a language that is closer to the middle line, but we are still different. And I think it is important that we respect the culture and language of each nation.

Mr. **Payne**. Maybe we could pursue that further. I really have an interest in that. Maybe we can come up with the Davila-Payne language that could be worldwide. But, seriously, I would like to really explore that a little further at some other time.

Thank you, Mr. Chairman.

Secretary **Davila**. Certainly, sir.

Chairman **Owens**. Thank you.

Mr. Secretary, we look forward to the receipt of your official legislative proposals. I just have one question. Are there any areas in your proposals which would be radically different from the proposals of the Commission on Education of the Deaf?

Secretary Davila. No, sir. In fact, we were guided in our proposals by the recommendations of the Commission on Education of the Deaf. We are closely monitoring the recommendations in the Department in order that we may be more responsive to the needs of individuals in this country who are deaf and hard-of-hearing.

There are no major proposal changes. We want to eliminate inconsistencies, make technical corrections, increase accountability, as our responsibility requires us to do so. But, beyond that, there are no major proposals.

Chairman Owens. In the next few days, we may submit some additional questions. I'll just give you one here which you may comment on briefly, but you don't have to go into detail. You can submit it in writing.

How does OSIS monitor and coordinate the research and development activities within OSIS and between OSIS and the National Institute on Deafness and Other Communication Disorders at NIH?

Secretary Davila. Well, Dr. Snow, who directs the center at NIH, has invited an OSERS representative to be present on their Interagency Coordinating Committee. And I have personally presented to the advisory board certain information. So there is ongoing communication, but I cannot say that there is ongoing coordination of all research planning activities. Although, of course, they are more involved in pursuing a medical model related to restoration and prevention of hearing loss.

We also have a coordinating committee that is involved in the National Institute on Disability and Rehabilitation Research, NIDRR. This interagency committee is more closely monitoring the possibility of duplication and overlap in research activities between OSERS.

My previous remarks related to the National Institute on Deafness and other Communication Disorders, but, with respect to NIDRR in OSERS, the Interagency Coordinating Committee has this responsibility to monitor possibilities for overlap and duplication. We are involved in trying to direct a more appropriate area of research that would reduce the amount of overlap and duplication.

Chairman Owens. Thank you very much, Mr. Secretary. We look forward to working with you as we complete this legislation over the next few weeks.

Secretary Davila. Thank you, sir.

Chairman Owens. Our next panel is Dr. Frank Bowe, past chairperson of the Commission on Education of the Deaf, Hofstra University, Hempstead, New York; Dr. I. King Jordan, the president of Gallaudet University in Washington, DC; and Dr. William Castle, director of the National Technical Institute for the Deaf, Rochester, New York.

Chairman Owens. I think I neglected to say at the time the Secretary was speaking that your entire written statement will be entered into the record. You need not follow that, but take this time, I hope, to elaborate on any points you want to stress.

We will begin with Dr. Frank Bowe.

## STATEMENTS OF FRANK BOWE, PAST CHAIRPERSON, COMMISSION ON EDUCATION OF THE DEAF, HOFSTRA UNIVERSITY, HEMPSTEAD, NEW YORK; I. KING JORDAN, PRESIDENT, GALLAUDET UNIVERSITY, WASHINGTON, DC; AND WILLIAM CASTLE, DIRECTOR, NATIONAL TECHNICAL INSTITUTE FOR THE DEAF, ROCHESTER, NEW YORK

Dr. Bowe. Thank you, Mr. Chairman. It is good to be back again.

I am Frank Bowe. I am a professor at Hofstra University, and I was the chairman of the Commission on Education of the Deaf that you have heard so much about this morning.

We conducted a very thorough examination of deafness at all levels, from birth to geriatric years. We made 52 recommendations to the Congress and the Department of Education. Of those 52 recommendations, I was very pleased last year to be able to report that 26 have been acted upon. That's exactly 50 percent. That is a record of which I am proud and the Commission members are proud.

However, it has changed the landscape. One question that Dr. Davila was asked earlier was whether he would support signing the Act unchanged. I would recommend that he not do so. I believe that the Commission and the progress made in the last five years have changed things and that what we do need now is a reauthorization of the Act. We do need some changes made. The world has not remained the same as it was in 1986.

You have my testimony, and, rather than repeat it, I will do what I usually do, which is offer a few comments for you about what is, in my mind, most important for this subcommittee at this time.

First, I do believe that Title I of the Act, which authorizes Gallaudet and the two models schools, should be continued. I think we need very minor changes there. I do think that, with respect to Gallaudet, we need a bit more in the way of accountability. The Commission was unable to identify national mission funds and some research monies. We couldn't find where they went and what they were being used for.

We asked the General Accounting Agency to assist us, and they, too, were unable to account for some of the funds. So I do think that some greater accountability might be helpful.

Again, I do echo what Dr. Davila said: We have no evidence whatsoever of any wrongdoing at all at Gallaudet or any of the model programs, but it was more a case of not being able to understand, which the Congress asked us to do, what they were doing, how well they were doing it. And we just were not able to do that.

My second major recommendation has to do with the model schools. There are two of them; they are federally funded programs: the Model Secondary School for the Deaf and the Kendall Demonstration Elementary School. Those two schools are federally funded for a reason, and that reason is that they are intended to have a national purpose, a national impact. They also serve students from the District of Columbia and suburban areas in this part of the country.

I have no concern about the service for the students; that is well done. The students benefit at those two schools. The concern we had at the Commission was the fact that the field of education of deaf children, the high schools, the special schools, the public schools, had a good deal of concern about how much they were really benefitting from the national activities at those two schools.

So my commission asked that the national mission of those two schools be more focused. We asked them to take on some specific responsibilities we thought were very important. I think that if they were to do so, they would have the opportunity to be much more valuable to the field as a whole.

I have no recommendation with respect to Title II, which authorizes the NTID. I do want to offer a comment, however, on that. The question was raised of Dr. Davila about foreign students at Gallaudet and NTID. The Commission supported both of those institutions being able to accept foreign students. We did want to limit the number of those students, and we also wanted those foreign students to pay the entire actual cost of education at NTID and at Gallaudet.

Our reason for that was very simple: Number one, why should the American taxpayer subsidize the educational cost of people who come from families that have never paid American taxes? That's a Republican argument. Let me offer you a Democratic one to be fair and even-balanced.

I went to Canada and I went to Japan in the last two years. While I was there, people in Canada and Japan both told me of plans to create their own technical institutes modeled after NTID. They plan to do that very simply because they could not send their deaf students to NTID. And I was very encouraged by that.

I do want other countries—I want Europe, I would like to have the Far East, I would like to have other countries create their own postsecondary programs, because they can serve thousands and thousands of deaf students there, whereas they would be able to send only a few hundred to the United States to go to these two excellent programs here.

I do want to stipulate that nobody told me they were planning to create a "Gallaudet." I think part of the reason was that they can get their students to Gallaudet at a reasonable cost. I would want to encourage more replication of the excellent model that Gallaudet offers. I would like see it in Africa. I would like to see it in the Middle East. I would like to see it in the Far East.

I do think part of the way we encourage that is to establish a tuition for attendance at Gallaudet and NTID that would cause them to say, "We might achieve more economy of scale by doing it ourselves here."

I have one other comment to make that I think is important enough to bring to the subcommittee's attention. We do have in the Commission report, a very strong position that a population of people who are deaf from early in life, are limited in reading ability, writing ability, academic skills.

It is my judgment, and it was the Commission's judgment, that most, we're saying the majority, of deaf children now going through the public schools and the special schools around the country will never be college graduates. They don't have those kinds of skills. They are not achieving at that level now. And unless something drastic is changed in the quality of their education, they are not going to be college graduates.

We have in this Act a tremendous investment in higher education for these kids, but we have absolutely no investment whatsoever in the kids who don't make it, the kids who come to Gallaudet and NTID and must drop out because they can't compete, the kids who never get there. There is absolutely no investment whatsoever in this Act.

The Commission made a strong recommendation, number 20, that we do something for these students. I continue to feel very strongly about that. I am absolutely not saying that NTID and Gallaudet don't get enough money. I am saying that this is a population that we have not addressed. We need to address them.

At my request and that of a number of others, the Congress has funded some demonstration projects. What can we do for this population that is not going to college? One of them is Jackson Heights, and it is serving students from Brooklyn, from Queens, from Newark.

I would like, with permission of the Chairman, to enter into the record a recent progress report from that program. It is doing very well. It is serving people who have very, very low academic functioning, and it is actually helping them get jobs and keep jobs. They are moving people into the work force and making them productive. These are people who would never be college-ready, but they are working today thanks to this program.

I would also like to observe that two-thirds of them are black or Hispanic. The people actually being served by these programs are inner-city minority groups, economically disadvantaged individuals who have not been, and are not being served by this Act. So I feel very strongly that this ought to be done.

Chairman **Owens**. Without objection, the report will be entered into the record.

[The report will be available in the subcommittee office.]

Dr. **Bowe**. Thank you, sir. I think it might be of some interest to you. You visited the program, and I know you have first-hand experience with it, Mr. Chairman.

Dr. Davila recommended that Title III is no longer needed because the Commission did its work and it is done. Yes, we did our work. No, Title III cannot be dispensed with. I do think that we need to have a continuing capability, outside of the Department of Education, that will offer the Congress an expert source of advice and monitoring capability. It does not have to be a new commission, but there should be something that will continue to work for the Congress.

In particular, one act that has been discussed this morning is the Individuals With Disabilities Education Act, the IDEA. In there we have absolutely no provision for quality of education for deaf students. We have what is called an "appropriate education," and that, as it turns out, has been interpreted, as in the case involving Amy Rowley, a young deaf girl that I know, to mean a just adequate, bare bones, very affordable quality of education. It's very unsatisfactory.

I feel very strongly that there must be some mechanism here—I suggest you consider it for Title III—that will ask: what is quality in special education for deaf students—What is it? How do we measure it?—and what can we do when the IDEA comes up for reauthorization in 1997? What can we do there to move toward excellence in special education?

Mr. Chairman, I appreciate your entering the report and my comments into the record. Following the testimony of my two distinguished colleagues, I would be delighted to answer any questions you may have. Thank you.

[The prepared statement of Frank G. Bowe follows:]

# TESTIMONY OF

FRANK G. BOWE, Ph.D.
PROFESSOR, HOFSTRA UNIVERSITY
HEMPSTEAD, NEW YORK

February 25, 1992

before the

SELECT EDUCATION SUBCOMMITTEE
COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES

on

EDUCATION OF THE DEAF ACT
AMENDMENTS OF 1992

Good morning. I am Frank Bowe, professor of Counseling, Research, Special Education, and Rehabilitation, Hofstra University, Hempstead, New York. I served at the request of Congress as Chairperson, Commission on Education of the Deaf (COED), 1986-1988. The Commission's report, Toward Equality (1988) made 52 recommendations. In mid-1991, I reported in Approaching Equality that half of them had already been implemented. Today I want to outline amendments to the Education of the Deaf Act to finish the job.

This morning we are examining the Act that created COED: the Education of the Deaf Act of 1986 (PL 99-371). I will restrict my testimony to reauthorizing that Act.

Title I authorizes Gallaudet University and the two federally funded "model" schools -- the Model Secondary School for the Deaf (MSSD) and the Kendall Demonstration Elementary School (KDES). The most important amendments to make in title I are (1) to give the two model schools more precisely targeted missions and (2) to structure greater accountability at Gallaudet. In particular, Precollege Programs at Gallaudet should report separately and fully for national mission outlays. Research performed at Gallaudet should be guided more than it now is by input and feedback from the deaf community and from the field.

The national missions of the two model schools must comport with the COED recommendations. The schools must perform national

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mission activities relevant to the needs of the field. COED Recommendations 2-15 offer priorities on early intervention, language acquisition, curriculum, integrative programming at separate schools, evaluation, program standards, and the role of ASL in the classroom. Research, demonstration and training projects sponsored by Gallaudet and by the two model schools could prove very helpful to the Department in carrying out the steps COED urged in these recommendations, particularly in demonstrating program standards that later may be adopted by LEAs and other schools under IDEA.

I have no recommendations for change in title II, which authorizes the National Technical Institute for the Deaf (NTID).

Title III authorized the commission, which completed its work in May 1988. Some important work remains, in particular the question - "What do we mean by quality in education of deaf children?" We need to examine how the IDEA might move beyond the "appropriate" standard under Rowley. I very much believe that is an inadequate standard, one that shortchanges children with disabilities, and certainly deaf children, nationwide. We cannot address moving from "equity" to "excellence" in EDA, but the Congress could use recommendations developed under EDA when it reauthorizes IDEA in 1997 or 1998. I also suggest that title III create an advisory committee for the Assistant Secretary of Special Education and Rehabilitative Services that would help to guide OSERS (including RSA, NIDRR and OSEP programs and activities) throughout the five-year period. This advisory committee should guide the Department of Education on implementing the many recommendations of the National Association of the Deaf's National Commission on Equal Educational Opportunities for Deaf Children, and of the CEASD/NASDSE project now being conducted.

I recommend a new title IV that would authorize the Regional Postsecondary Programs for the Deaf (RPEPDs) now authorized in IDEA section 625. The structure of the program -- discretionary, competitive and funded on a five-year cycle -- should be retained. A fifth RPEPD should be authorized, and the Congress should specify that this new RPEPD be situated in Southwest United States. Authorization for appropriations should be provided, with the fifth center authorized at the same level as provided for each of the existing four programs.

In a new title V, I very strongly urge that Congress develop a strategy for implementing COED Recommendation #20 programs for what are called, for lack of a better term, "low-functioning" deaf youths and adults. The approach has been demonstrated, with encouraging outcomes, at the Lexington Center in Queens and elsewhere. EDA as it stands today authorizes programs top-heavy on behalf of college-ready individuals, neglecting the urgent needs of lower-functioning individuals.

Thank you.

Chairman OWENS. Thank you.

Dr. Jordan.

Dr. JORDAN. Thank you very much, Mr. Chairman. Good morning, and thank you for the honor of being able to testify before you this morning, members of the committee and distinguished guests from Congress.

Chairman OWENS. Would you move the mike over? Thank you.

Dr. JORDAN. Thank you. Is that better? Is it now stereo?

I speak to you this morning as president of Gallaudet University. I am a graduate of Gallaudet College. Frank is a graduate of Gallaudet College. Bob Davila is a graduate of Gallaudet College. Many people in this room are graduates of Gallaudet College. And it is of real interest to me that Gallaudet College became Gallaudet University, thanks to the Education of the Deaf Act. So that single fact makes the opportunity for me to testify very, very important. Of course, there are many other reasons why it is important for me to testify this morning; therefore, I have some fairly lengthy written testimony that I would like to enter into the record and make some comments this morning, if that is okay.

The comment that a couple people have already made this morning about the world being different now than it was in 1986 I think is a very important comment. The Education of the Deaf Act was passed in 1986 and was a very, very important piece of legislation. But between 1986 and now three very important events have happened that I would like to speak briefly about.

One is known by deaf people by its initials: DPN. That event really can't be overvalued in the history of deaf education and the deaf community in general. That started as a student protest but ended as a civil revolution and led to significant social change. As the people who come and visit Gallaudet University now know, that change hasn't stopped; the change has gone on.

The second event I would like to talk about briefly is COED. The Commission on Education of the Deaf report was issued right around the same time as DPN, so there was a great deal of attention given to the announcement of those 52 recommendations.

I think it may be appropriate for me right now to stop for a second, too, and thank Dr. Bowe. He was an outstanding leader; a very, very hard worker, not only during the life of that commission, but subsequent to the Commission has followed up all of the recommendations. And you heard his testimony this morning. He remains vigilant. It is important to the field that he continue to remain vigilant.

The third piece of recent history that is very important, of course, is the ADA. That will change the lives of deaf people and disabled people in ways that we can't even imagine today. It really will open up to deaf people a society which has been closed before.

I like to think—in fact, I'm a little bit more than just thinking—I'm very confident that the DPN energy nourished the Americans With Disabilities Act movement, and the people, the deaf people, on the campus of Gallaudet University in March 1988 deserve a lot of credit for the passage of that very important civil rights legislation two years later.

Let me talk briefly about a longer history of the university, because I think that's very important in relation to the story we talk about today. Gallaudet was established in 1864. Eighteen sixty four was a time of crisis in the United States; in fact, probably the worst time or the most important time in the history of the country.

A young man named Edward Miner Gallaudet had the nerve to come and ask Congress for support to establish a college where deaf people could earn degrees. He had this notion that he could achieve that because the Moral Act was leading to the establishment of State colleges and universities around the country, but none of them could serve deaf people.

So, in his words, he came with "monumental cheek" and asked for support from the Congress. We have had an outstanding relationship with the United States Congress for 128 years because of that.

I said it was a time of crisis, but it was also a time of optimism and anticipation, because in 1864 the Civil War was drawing to an end, and that's when the liberation of African-Americans was happening. And "liberation" is an important word here. It's not just coincidental that Gallaudet was established at the same time, because Congress was receptive to that kind of activity at that time.

In fact, "liberation" is a good word because it was liberation of the intellect of the deaf community to see Gallaudet University established. Right around that same time, many black institutes were established around the country, and Gallaudet and those special institutions have had parallel missions for more than 100 years.

So today, 1992, people start asking, are special institutes like this still necessary? Do we really need separate education? My answer, of course, is yes. We need it more than ever. There is no doubt that there is more accessibility to higher education for all people now than there used to be, but there are still barriers. And Gallaudet prides itself on eliminating those barriers. We firmly believe that special institutions have a very important role.

We are very proud at Gallaudet at the success of our graduates. I listened with interest to the story about Singapore, because I had just been in Japan myself during the summer and met several people from Singapore and know that the leadership there is made up of people who graduated from Gallaudet University. And the sign language that is used there is very much like American Sign Language and is taught by people who graduated from Gallaudet University.

Forty percent of our graduates go on and earn advanced degrees. People from Gallaudet become leaders in the deaf community. Most of those people go into careers in public service or in areas that serve deaf people. And, really, the growth in the deaf community and the leadership shown by the deaf community, we assume a great deal of responsibility for that.

We say that deaf people in the United States are able to participate in life like nowhere else in the world. Deaf people are full citizens in the United States, and I don't think that happens in any other country anywhere. We pride ourselves on having leadership in that regard from the very beginning.

We have both a graduate school, an elementary school, and a secondary school. You have heard some comments about the elementary and secondary schools. It is interesting to note that the elementary school actually predates the university. It was established in 1856 on Kendall Green and has been there all that time. The Model Secondary School for the Deaf was established in 1966.

In 1986, Congress reaffirmed their support for these two institutions by reauthorizing them in the Education of the Deaf Act. It was interesting to hear this morning from Dr. Davila that big percentage of funding that will go to Gallaudet. This year 73 percent of our operating funds will come from a Federal appropriation. That's correct.

In 1986, when the EDA was passed, only—let's see, 82 percent, I believe, is the right number. We received from the Federal appropriation 82 percent of our operating costs. So, clearly, the balance is shifting in the right direction.

Several of the things that the Commission on the Education of the Deaf recommended were directed at Gallaudet University. In fact, nine of the recommendations were specifically about Gallaudet University. Last year, Dr. Bowe published a book called **Approaching Equality**, which listed each recommendation and talked about the status of those recommendations.

He listed several related to Gallaudet where he said no further action from Congress is necessary. I think it is worth listing those here for a moment. One relates to the Department of Education program evaluation; one to the admission of foreign students and the tuition surcharge that we already have charged; one relates to the admission of hearing students to B.A. programs, which we no longer allow; one relates to affirmative action for deaf employees; one relates to a deaf majority for the board of trustees; and one relates to the establishment of a national research center.

Let me comment briefly on these. First, I think it is important especially to talk about affirmative action. In 1986, when the EDA was enacted, 25 percent of the employees at Gallaudet were deaf or hard-of-hearing; today 35 percent are. I think that's a tremendous accomplishment. One-third of our employees are also members of minority groups or ethnic minorities.

The Board of Trustees, since I have been president, has appointed seven new members; of those seven, six are deaf. I think it's very important to add, when I talk about the trustees, that those trustees include people who are professors at universities, CEOs of major businesses, former presidents of the National Association of the Deaf, the Alexander Graham Bell Association for the Deaf, the Association of Late-Deafened Adults.

I mention that because there are six deaf individuals, but the qualifications they bring to the board could earn them seats on any board, anywhere.

Foreign students now pay 150 percent of the tuition that American students do. I think that it's very important to remind the committee that is the way States charge tuition; they charge out-of-state tuition for students who live outside the State.

If you use just the percentage, we charge less. But if you look at real dollars—because Gallaudet University is already at the top of the tuition fee schedule for land grant colleges and universities—our students already pay more than out-of-state students do. So we honestly believe that we have made a very good response to the surcharge for international students.

If I can add one more thing: Several international foundations and individuals have expressed an interest in endowing scholarship funds for the university. One of my personal missions is to see the endowments grow and grow and to see the dependence on the Federal Government lessen. Any addition to foreign tuition will cause some of those people, who are now inclined to think seriously about giving to Gallaudet, to hesitate or rethink whether that's a good idea.

I think that the Commission on Education of the Deaf recommendation related to the liaison is in agreement with our position. Dr. Bowe believes that the liaison is functioning very effectively, and I don't think that any change in the law is necessary.

We have made some significant improvements related to one concern Dr. Bowe made about responsiveness to the field. We have audited and designed a program where we established a national advisory board for the Gallaudet Research Institute. That board held a two-day meeting during which they developed a list of priorities. Those priorities were then sent out to a group of people who commented and sent them back. Then a consensus was developed, and that will be sent to more than 6,000 people around the country.

I think that the COED was right; we need to be more responsive. We need to pay attention to what is happening out in the field. We intend to do that. One thing we will do is establish a parallel kind of national advisory board for the precollege programs, and we will use that board to obtain from people in the field what they believe is the most important thing facing the field today.

This brings me to the question of an agreement with the Model Secondary School for the Deaf and an agreement with the Kendall Demonstration Elementary School. We do in fact have an agreement with the Model Secondary School for the Deaf; however, that agreement specifies, for example, that we cannot admit students who rate below third grade level. We cannot admit students who have significant other handicapping conditions.

Mr. Chairman, we basically ignore that agreement. The priorities in the field have changed. When MSSD was established, the goal was to prepare more students for college. Now the field is different. Now the needs are for people who come from homes where English is not the primary language, people from minority groups, people who don't read at grade level.

We are responding to those needs, but we only were able to respond to the needs by ignoring the agreement that we had with Department of Education. In fact, in four years as president, I've never had a discussion with anyone related to that agreement. We simply do what we know needs to be done.

Finally, I'd like to talk a little bit about the endowment. We are making recommendations for changes in the endowment program, too. I think that the easiest way for me to sum up the success of that program is to tell you that the endowment before 1986, before the EDA, was less than $10 million. The endowment today is more than $30 million.

The Federal Government has appropriated almost $5 million to Gallaudet University. We have already matched $4 million. We intend to match the last million during this year. We think that the endowment program has been very, very successful, and we are making some recommendations that we think will make it even more successful.

Let me end by thanking you, by thanking your predecessors for establishing maybe the best cooperative relationship between the Federal Government and a private institution that has ever happened. No one can argue with the success of Gallaudet. The Congress in 1864 had the wisdom to know that academics should run the university and gave us the authority to do that.

I look forward to the opportunity to continue and, when my distinguished colleague from NTID is finished, will be happy to respond to any questions you have, sir.

[The prepared statement of I. King Jordan follows:]

# EDUCATION OF THE DEAF ACT

Statement of I. King Jordan
President
Gallaudet University

Mr. Chairman and members of the Subcommittee,

I am pleased to appear before you today to testify in support of the reauthorization of the Education of the Deaf Act (EDA), the law that created Gallaudet University out of its predecessor, Gallaudet College. For that reason, its passage represents an especially important milestone in the history of the University.

The EDA was adopted by Congress in 1986, and to say that the world of deaf people has changed dramatically since that time would be an understatement at the very least. I would like to mention three events here, and comment on the effect they have had. First, is the event known to deaf people by its fingerspelled initials--DPN, Deaf President Now. As you are well aware, in March of 1988, the deaf students at Gallaudet led a protest that included deaf and hearing faculty and staff at the University, resulting in my appointment as the first deaf president of Gallaudet University. Because of the national and international attention that was focussed on this civil rights protest, it has had far-reaching influence.

Also occurring in March of 1988 was the publication of the report of the Commission on Education of the Deaf. It is noteworthy that the important work of this Commission was authorized by the law you are considering today. The importance of this report has been to focus national attention on critical issues facing the field of deaf education, and one of my first acts as President of Gallaudet was to testify before the Senate Subcommittee on Disability Policy concerning this report.

I believe that there is a relationship between these two events and the third landmark event I would like to mention today-passage of a civil rights bill for disabled people, also known by its initials--ADA, the Americans with Disabilities Act, enacted last year. This act will ensure the full benefits of US citizenship to disabled people, and its importance cannot be overstated. The movement that led to passage of this law was nourished by the energy generated by the Deaf President Now movement.

I would now like to review briefly and put into historical perspective the missions of Gallaudet University, the Model Secondary School for the Deaf and Kendall Demonstration Elementary School. In 1864, Edward Miner Gallaudet appeared before Congress to request funds for a college for deaf students, and I quote him:

> I felt justified in asking such action of Congress in view of the liberal grants of land to the states under the Agricultural Colleges Act, from the benefits of which the deaf youth of the country were shut out.

Dr. Gallaudet was referring here to the Morrill Act of 1862 which established the Land Grant colleges and universities. It was an act of courage on Gallaudet's part to go before the Congress with such a request during the gravest crisis that the nation was ever to face, an act of "monumental cheek," as he put it.

However, it was also a time of optimism and anticipation, because the liberation of African Americans was at hand. It is not coincidental that Gallaudet University was founded at a time of liberation, because its founding provided for the intellectual liberation of deaf people and because the mission of the University has paralleled those of the colleges for black students that began to be founded at the same time. From time to time, the question arises whether the nation still needs special institutions such as these, and the answer continues to be that they are needed now more than ever. The past three decades have been a time of unparalleled growth in access to higher education for both minority and disabled people, including deaf people. Nevertheless, as is true for African Americans, there continue to be barriers that limit the number of deaf people who successfully complete baccalaureate degree programs at "mainstream" universities.

For example, based on research conducted jointly by Gallaudet University and the National Technical Institute for the Deaf (NTID), we are able to estimate that more than 50% of the deaf people known to be earning bachelor's degrees in the US are earning them at Gallaudet. This statistic is similar to one concerning traditionally black institutions (TBIs) in a study by the National Center for Education Statistics in the mid-1980's. The finding in that study was that more than 50% of the bachelor's degrees being awarded to black students in the southern states were being awarded by TBIs.

We take great pride in the fact that, over the years, Gallaudet graduates have formed the nucleus of an effective leadership group for the deaf community in the United States. We place a very high proportion of our graduates in professional employment and graduate education--as many as 40% of Gallaudet graduates earn advanced degrees, and a majority pursue careers in professional fields related to education and public service. Due to Federal support for Gallaudet University and the availability of other postsecondary options, the deaf community of the United States participates in the commercial, cultural, social and political life of the nation at a level which is unknown elsewhere in the world.

Recognizing the need for advanced training for teachers of the deaf, Congress authorized the establishment of a normal department at Gallaudet in 1890, the precursor of the University's graduate school. Our graduate school, which trains deaf and hearing students for careers in service to the deaf community, currently provides its students unequalled educational programs and opportunities to communicate, interact and live with deaf people on a daily basis. Further expansion of the University's programs has included organized research into areas of critical need to deaf persons and continuing education programs for deaf people who are becoming older and older people who are becoming deaf.

Elementary and secondary education have always been a part of the Gallaudet program--in fact, a school for the education of deaf and blind children, under the direction of Edward Miner Gallaudet, predates the creation of the College at Kendall Green by seven years. Through the years, the University maintained the school to serve the deaf children of the District of Columbia and to serve as a laboratory and training site for the preparation of teachers of the deaf.

As the result of a growing realization that there was a need for innovation to improve the education of deaf students, the Congress created a model secondary school for the deaf (MSSD) in 1966 and located it within the corporate and physical structure of Gallaudet. The Kendall Demonstration Elementary School (KDES) was similarly created shortly thereafter in 1970. The schools had as their mission the development and demonstration of exemplary and innovative programs that could be adopted by other schools and programs for deaf students, including special schools and mainstream programs. In 1986, Congress reaffirmed the roles of the two schools and reauthorized them in the EDA.

Subsequent to the passage of the EDA, the General Accounting Office conducted a study of the national mission of MSSD and KDES. The GAO concluded that, in general, the schools were providing useful support services to the field, but recommended several improvements in service delivery and record keeping. Gallaudet has responded to each of these recommendations by instituting improved marketing procedures, formalized planning for research projects, and annual reporting of national mission costs.

Included in the EDA was authorization for an endowment matching program to assist Gallaudet in increasing its financial support from sources other than the Federal government. There has been a growing realization that in order to remain financially strong and to support growth in programs and constituencies, the University would have to diversify its sources of funding. Since enactment of the EDA, Congress has appropriated almost $5 million in endowment funds for the University to match. I am pleased to inform you that the University has successfully matched more than $4 million of those funds and expects to match the remainder of the full $5 million by the end of this fiscal year. During this period, the total value of Gallaudet's endowment has tripled and now stands at more than $30 million. At the same time, the proportion of our operating funds provided by the Federal appropriation has declined from more than 80% to roughly 73% today.

The EDA also created the national Commission on Education of the Deaf (COED), which reported to Congress in 1988. The Commission's report contained a comprehensive set of recommendations for improving the education of deaf children, including several that either specified Gallaudet programs or had direct implications for them. I will now direct my remarks at what Gallaudet is doing to support the implementation of these recommendations, as they have formed the basis for much of our planning during the past four years. In enumerating the COED recommendations applying to Gallaudet, I will not quote them verbatim, but will summarize their major points:

- Positive action should be taken to encourage development of bilingual programs for deaf students whose primary language is American Sign Language.

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- Congress should amend the EDA to set priorities for MSSD and KDES, including development of programs for multihandicapped, mainstreamed and minority deaf children, require reports annually and an evaluation every 5 years.
- Congress should strengthen the Department of Education's liaison office.
- The Department should conduct program evaluations of Gallaudet University on a 5 year cycle.
- Gallaudet University should limit its number of international students to 10% of its total enrollment and should increase tuition for these students to 75% of their total educational cost.
- Congress should deny Gallaudet the latitude to admit hearing students to its baccalaureate programs.
- Gallaudet should continue to strengthen its efforts in the area of hiring and promoting deaf employees.
- Congress should amend the EDA to require that a majority of its Board of Trustees be individuals who are deaf.
- Congress should establish a National Center on Deafness Research within Gallaudet University.
- Congress should direct Gallaudet to develop research plans and provide them for public comment.

During these hearings, the subcommittee will hear from Dr. Frank Bowe, the former chairman of the Commission. At this point, I would like to recognize the diligence with which Dr. Bowe carried out his duties, including following up on the extent to which the Commission's recommendations have been implemented. In 1991, Dr. Bowe published a book entitled Approaching Equality, in which he presented assessments of the degree to which Commission recommendations had been implemented. Concerning several of the recommendations listed above, Dr. Bowe reports successful implementation, without the need for Congressional action, and I will briefly mention those here:

- Department of Education program evaluations
- Admission of foreign students and tuition surcharges
- Admission of hearing students to baccalaureate programs
- Affirmative action for deaf employees
- Deaf majority on the Board of Trustees
- Establishment of a national research center

We are pleased that Dr. Bowe considers these recommendations to be at least partly accomplished and not in need of legislative action.

With respect to several of these areas, I would like to comment further. I am pleased to report that the percentage of Gallaudet employees who are deaf has risen from 25% at the time of the Commission report to 32% today. One-third of Gallaudet employees are members of ethnic minority groups. With respect to the Board of Trustees, since the report was issued, 7 seats have become vacant. Of the new Board members added, 6 are deaf, including 2 who are members of minority ethnic groups. Among these six deaf individuals are past presidents of the Alexander Graham Bell Association for the Deaf and the National Association of the Deaf, the current president of the Association of Late-Deafened Adults, members of university faculties and corporate executives.

Concerning the tuition charged to international students, I am pleased to note that Dr. Bowe finds that Gallaudet's 50% surcharge complies with the spirit of the recommendation. The Department of Education believes that a higher percentage should be charged, and their position applies also to NTID and Howard University. I believe that a legislative solution to this issue would be unnecessarily cumbersome and restrictive and that with the Department, Congress and the University working together with NTID and Howard University, it should be possible to find a satisfactory solution. I would like to go on record strongly supporting the presence of international students at Gallaudet, not just as a benefit to those students and their countries, but also as an essential part of the education of Gallaudet's US students.

Of the other recommendations concerning Gallaudet, Dr. Bowe suggests that the Department's liaison is functioning effectively, especially in the area of reviewing Gallaudet's research plans. However, he calls for authorization of the liaison office, so that the Department cannot arbitrarily eliminate it. According to our reading of the existing language in the EDA, the liaison function is required by the law, so we do not see the need for changes in the existing law. It is our belief that the Department is functioning effectively in its oversight role.

Since the publication of the Commission report, Gallaudet has made major improvements in planning and reporting research projects. This process has become a regular part of our annual report to the Department of Education. The Gallaudet Research

Institute has also instituted a process for obtaining public comments on research priorities that are developed with the assistance of a national advisory board. We are introducing a similar process into the planning for program development at MSSD and KDES, and we have recognized this as a major area of improvement. In this spirit and in support of the Commission recommendation concerning bilingual programs in ASL and English, I have announced a major research and development program, involving MSSD, KDES and the Gallaudet Research Institute.

The Commission also recommended writing priorities for program development at MSSD and KDES into the law. We at Gallaudet have recognized the need for increased public input into the development of priorities at the two schools. However, we do not believe that increasing the legal restrictions on the two schools is the correct approach. One of the Commission's recommendations for the schools had to do with a perceived lack of support for multihandicapped and low-achieving students. Although both schools enroll substantial numbers of students with these characteristics and develop and demonstrate programs for them, there is a continuing perception in the field that this is not the case.

I believe that this misperception has resulted from a restrictive agreement for the operation of the model secondary school between Gallaudet and the Department of Education mandated by the EDA. This agreement restricts the enrollment of multihandicapped and low-achieving students. The Department no longer enforces this agreement, and it is our belief that it is no longer enforceable. I do not believe that the Congress should enact further exclusionary restrictions concerning MSSD and KDES. The answer to ensuring that the schools have appropriate priorities is effective oversight and public input.

In fact, in order to alleviate this problem, I am requesting that the language in the EDA regarding the operation of the model secondary school be modified so as to reduce these restrictions. Language similar in scope to that concerning the Kendall School would be preferrable.

Let me digress for a moment to explain the purpose of the restrictive language in the original MSSD agreement. At the time of the school's establishment, the most critical need, identified by a national commission in the mid 1960's, was to increase the college-going rate of deaf students. Within 20 years of the founding of MSSD, that goal had largely been achieved, and we now estimate that the postsecondary attendance rate of deaf students is similar to that of hearing students, although there continue to be problems with the quality of support services. By the time the COED report was published in 1988, the critical needs of the field had shifted to issues related to mainstreaming, minority achievement and low-functioning students. MSSD and KDES have shifted their priorities accordingly.

I also request that the Congress consider modifications to the language concerning the endowment matching program. As it currently stands, the University is prohibited from spending interest from the Federal corpus for a period of twenty years, at which time both the accrued interest and the corpus become available for expenditure. I propose that this language be modified so that the interest from the Federal portion would become available after a period of ten years, while the corpus would remain unavailable for expense in perpetuity. This would ensure that the Federal principal would never be spent, but the University would be able to put the interest to work at a much earlier time. I also have several other minor requests for modifications concerning affirmative action, borrowing authority and the timing of reports, which I will submit to you.

In closing, I would like to take this opportunity to thank the Congress of the United States for its support, during more than a century, of an institution that is unique in the world. I believe that Gallaudet University represents one of the most successful joint ventures between the public and private sectors in this nation's history. Recognizing that it lacked the expertise to develop and conduct advanced educational programs for deaf students, the Federal government wisely delegated that responsibility to private citizens who dedicated their professional lives to that end. Since the Deaf President Now movement, that responsibility has been placed in the hands of private citizens who are themselves deaf. I am proud, but also somewhat sad, to say that there is no other country in the world where this would have been possible.

Mr. Chairman, I thank you for giving me the opportunity to appear before you today.

Chairman **Owens**. Thank you.

Dr. Castle.

Dr. **Castle**. Thank you, Mr. Chairman.

I relish this opportunity to testify with respect to the reauthorization of the Education of the Deaf Act. We at NTID are in full agreement with Dr. Bowe that Title II really needs no change. However, this is not to suggest that NTID, as one of the postsecondary educational phenomena in the United States, will not itself change as it moves into the future, as it has changed considerably in the past 24 years of its history.

As a matter of fact, NTID has been impacted on by the Deaf President Now movement of Gallaudet. It has been significantly impacted upon by the work of the Commission which Dr. Bowe served as chairman of, and we expect that we will be significantly impacted as well by the total interpretation of the Americans With Disabilities Act.

By way of illustration of how we have been impacted, I would like to refer to the several recommendations of the Commission on Education of the Deaf, which had specific reference to the National Technical Institute for the Deaf.

The Commission's recommendation number 25 suggested that NTID move to strengthen its positive efforts regarding the hiring and promoting of deaf persons. Since the time of the Commission, we have moved from a 12 percent level to a 17 percent level, in terms of the percentage of people on our staff who are deaf. This is halfway there, in terms of where Gallaudet University is today, but we will continue to work at this process as the years go by.

It is somewhat more difficult for us, as an institution, because only in recent years have deaf people been trained in technical fields, and we are just now beginning to feel the tap on graduates who have left us and are able to bring them back. In terms of raw numbers, the number has moved from, in 1985, a number of 47 to a number of 90, which means since that time we have doubled the number of deaf employees at NTID.

Of similar importance to this particular recommendation from the Commission is what is happening for minorities. Since 1985, when our minority group on our staff was only 17, or 2.8 percent, we have moved now to 51, or 8.8 percent. Among those minorities we have blacks. In 1985, the number was 8, or 1.3 percent, and today the number is 34, 5.6 percent.

We have moved, at this point in our history, to dealing with external availability. We are matching it very well, but we hope, as we move into the future, that we can go beyond that external availability, as well.

Regarding the students themselves, we observe that the nature of the deaf population is going to change significantly between now and the year 2000. This needs to be recognized by the Department of Education in its push for America 2000, as you have already indicated, Mr. Chairman.

We see this movement already occurring in that our own enrollment has moved from 7.4 percent minorities in 1986 to 12.5 percent in 1991, a proportional increase of 69 percent. By the time we reach the year 2000, we expect that we will have moved that another 69 percent, if not more.

Cultural pluralism has become an important aspect of NTID's endeavors, and this has been largely prompted by the recommendation from the Commission and also recommendations that have come to us since 1985 from members of Congress. We believe that the cultural pluralism will have a very healthy impact on our total environment, but it certainly will go a long way in preparing our students for the life after college that they must live, both in employment and in their life in general.

Recommendation number 26 from the Commission was that the EDA possibly be revised to require that 51 percent of the National Advisory Group advising the director of NTID be deaf persons. Although such a change in the law has not been made, we find that it is probably not necessary, since currently 10 out of the 16 voting members of the National Advisory Group are deaf persons. That is 63 percent of the membership. As we move into the next year, 11 of the 16 voting members will be deaf persons, which will put it at the 70 percent level.

I am happy to point out, as well, that the current chairman of the National Advisory Group is himself deaf, and, automatically, the chairman of the National Advisory Group becomes a member of the Board of Trustees of the Rochester Institute of Technology, our host institution. That now makes the number of members of the Board of Trustees of RIT that are deaf a number of two.

I go then to recommendation number 28, which relates to research. The recommendation from the Commission was that the research at NTID, as well as Gallaudet, should be subject to external review, very careful external review. I am happy to point out that in fact we have always had external review, in terms of the research efforts at NTID.

An external advisory group helped us to define a research framework which was put in place about 10 years ago. This framework focuses our research on information that leads to better teaching, training, and curriculum development at NTID and elsewhere for the benefit of deaf persons, and it defines six priority areas for research. These are: economic and occupational assimilation; academic and technical skills; communication skills; personal/social skills; effective instruction; and institutional change.

We have established review panels for each of our categories of research made up of external forces, and all of our many research publications are subject to peer review for refereed journals.

Recommendation number 23 from the Commission has to do with the foreign student question. Dr. Jordan has reflected on that in sufficient detail. I simply want to point out that we allow for foreign students to come into our institution at a 150 percent rate of tuition, which is similar to that of Gallaudet. And I stand fastly behind what Dr. Jordan has said, in terms of our interest in not seeing that change at this point in time.

The presence of foreign deaf students at NTID adds to the cultural pluralism that we wish to promote, and we think it is a very healthy activity, and we want more foreign students, not less. If the price tag is upped and made heavier, we believe the number will go down.

The Commission on Education of the Deaf also expressed strong interest in outreach by well-established programs such as NTID.

NTID has been responsive to this interest by creating technical assistance projects that focus on primary and secondary schools, support service personnel, employers of persons who are deaf, deaf adults, parents of individuals who are deaf, rehabilitation and placement personnel, and health care professionals.

Finally, I wish to point out that NTID is currently involved with a strategic planning process that was initiated in March 1991, a process which is in full recognition of the changes that are going on external to NTID and the changes that must go on internal to NTID.

A strategic planning committee made up of 15 faculty, staff, and students is central in this process, and more than 100 other faculty and staff have served on special task forces to examine strategic issues, to assess our internal strengths and weaknesses, to explore external forces that pose challenges as well as opportunities, to identify underlying institutional values, and to conduct program reviews of academic programs at NTID, the academic support units at NTID, and the administration of NTID.

The final recommendations of this strategic planning committee will be forthcoming in June of this year, and the basic goals of this process are as follows: resource allocation rather than budget reduction; a shared strategic vision for the 21st century with respect to what our institution should be about; and directing assets to areas of highest priority within our career development, research, and outreach efforts.

In short, NTID is committed to the achievement of equal opportunities for people with disabilities. In the Institute's brief history, it has been shown that young adults who are deaf can overcome the consequences of their disabling conditions, become contributing members and leaders of society, and vastly improve the quality of their lives.

On the pragmatic side, collaborative research between NTID and the Internal Revenue Service indicates that, on the average, persons who graduate from NTID pay back the cost of their education in 10 to 13 years and have lifetime earnings that are two to three times greater than deaf persons who attended NTID but did not complete a program.

Mr. Chairman, I will be pleased to answer any questions that you may have.

[The prepared statement of William Castle follows:]

NTID
Education of the Deaf Act

Testimony
2/25/92

It is indeed my pleasure to testify before this Committee regarding the reauthorization of National Technical Institute for the Deaf under the Education of the Deaf Act (EDA). Perhaps the best way to begin is to remind you that we have already sent the committee our suggested changes most of which are technical corrections and points of clarification. I would prefer to spend my allotted time today providing you a status report on where we stand with respect to the recommendations made in 1988 by the Commission on the Education of the Deaf (COED), which as you know was created by Congress in this same act. As you will see from the following testimony NTID has taken these thoughtful recommendations very seriously.

First, I would like to discuss those recommendations in Toward Equality that relate to NTID's hiring of persons who are deaf and the representation of deaf and hard of hearing individuals on our National Advisory Group. Recommendation 25 states that we should continue to strengthen the positive efforts we have already made in recruiting, hiring, and promoting qualified applicants and employees who are deaf. It was reported at that time that 12 percent of NTID employees were deaf. This percentage now stands at 17 percent. In the individual EEO categories, executive was 12 percent, and it is 12 percent today; faculty stood at 12 percent, and it is now 21 percent; professional was 15 percent and it is now

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20 percent; secretarial/clerical was 6 percent, and it now stands at 5 percent. The category of technical is really meaningless at NTID as we only have 6 employees in that classification. The host institution, Rochester Institute of Technology (RIT) provides NTID with essential services such as maintenance, security, food service, grounds, etc. Employees that are ordinarily categorized as technical (mostly hourly) are employed by RIT, not by NTID.

Overall, the number of people who are deaf working at NTID has grown from 47 to 90 since 1985 when NTID began aggressively recruiting not only people who are deaf and hard of hearing, but also people who are from minority groups. Some may recall that Congressman Stokes chided us in our 1985 Appropriations Hearing for not having a very good representation of blacks and other minorities on our staff. Since that time we have improved our representation of blacks from 8 (1.3 percent) to 34 (5.6 percent) and total minorities (including blacks) from 17 (2.8 percent) to 51 (8.8 percent). We are proud to say that our minority workforce representation is now equal to external availability. More work needs to be done within the EEO categories of executive and faculty and with respect to Hispanics; and we will endeavor to do so.

As long as our workforce representation by EEO category and minority classification is less than "external availability", we are required by law to pursue affirmative action on their behalf. However, it is less clear with respect to individuals with disabilities especially since there are no data on the labor force participation rate of individuals who are disabled. If there were such data, we are sure that the percentage of representation on our staff would be far greater then "external availability". Nevertheless given the nature of our Institution and the people we serve, we need to continue to aggressively recruit, hire and promote people who have disabilities. Therefore, we need a mandate in the EDA to authorize and encourage us to take extraordinary actions to pursue the hiring of persons with disabilities, especially those who are deaf or hard of hearing.

Affirmative Action for all protected classes makes good sense to us. Nearly all of our students are deaf, and a growing proportion of them are minority. Attachment I shows that the proportion of minorities in the pool of 18 to 21 year-old deaf students will grow from 29 percent in 1982 to nearly 40 percent by the year 2000. Our own experience over the past six years validates this trend. Attachment II shows that the percentage of minorities in our enrollment has grown from 7.4 percent in 1986 to 12.5 percent in 1991, a proportional increase of 69 percent. If we are to remain responsive to these students and provide adult role models for them, we must continue to take steps to assure that our workforce reflects the diversity of the students we serve.

We are proud of our accomplishments related to equal employment opportunity. However, we need to move beyond Affirmative Action into the realm of capitalizing on the opportunities created by a diverse workforce. That is, NTID needs to create an "institutional culture" that is responsive to the needs and concerns of all people. When properly addressed, diversity adds richness to our educational endeavors, particularly if we strive to foster a vision of pluralism; that is, a vision of society in which members of diverse ethnic, racial, religious, disability or other social groups are able to participate in, and develop individual traditions within the context of a common community. A vision in which the contributions and unique assets of each group become distinguishing features of the larger community. Failure to make our environment more responsive to a diverse group of employees, will translate into an inability to continue to attract and retain needed employees. Therefore, it is incumbent upon the NTID community to vigorously pursue a course of action that capitalizes on its new found diversity and continues to promote and nurture pluralism as a central theme. To do anything less would be a disservice to our students, as they need to be prepared to negotiate an emerging global economy. NTID, therefore, is fully committed to fostering and vigorously pursuing this vision of pluralism.

Recommendation 26 suggested amending the EDA to require that a majority of our National Advisory Group (NAG) be persons who are deaf. I'm happy to say that we have voluntarily complied with the spirit of that recommendation. Ten out of the 16 voting members are deaf. In fact, the current Chairperson of the NAG is deaf; and the Chairperson of NTID's NAG also serves on the Board of Trustees of RIT. Currently two members of the RIT Board of Trustees are deaf.

Another area of considerable attention given by COED was research. Recommendation 28 states that NTID and Gallaudet University should develop concrete research plans and provide them for public comment by consumers and researchers. The projects should then be selected in conjunction with a program review process involving (principally) the best researchers in the field.

My response to that is first to say that we have a well defined research framework that we use to establish our research priorities. Our primary mission is to provide information that can lead to better teaching, training, and curriculum development at NTID and elsewhere. NTID's research activities are guided and organized according to six general priorities for research described in our _Framework for Considering Education and Non-Educational Influences on the Attainments of Deaf Persons._

The Framework defines six priority areas related to persons who are deaf:

- economic and occupational assimilation;
- academic and technical skills;
- communication skills;
- personal/social skills;
- effective instruction; and
- institutional planning, evaluation, and change.

While these priorities are not mutually exclusive, they do provide NTID a rationale for grouping research activities. The model for research proposed in the _Framework_ is used with the above six priorities to shape NTID's long-range research agenda to ensure

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that it has a constructive influence on educational practices and policies affecting persons who are deaf, both at NTID and elsewhere.

Let me emphasize that NTID's research efforts are relatively small in the overall scope of NTID. Only 3.9 percent of our budget is allocated to research and most of it is focused on our students. The COED itself on page 91 conceded that, "...Most of the current research at NTID focuses on problems and needs encountered within NTID, and uses NTID students or graduates as its population base.... We subsequently concluded that this level of research at NTID was appropriate...."

To assist us in keeping an appropriate focus, our research priorities have always been subject to peer review. In developing our research framework described above, we utilized a nationally recognized group of advisors. These individuals helped to validate the six priority areas of research inquiry previously identified. In addition, a comprehensive peer review by a group of external experts was completed regarding our Communication Research Department in May of 1991. Further, our program of research on mobility was established in collaboration with external experts in the field. Our institutional research department is establishing a national advisory group to review and critique its research agenda. Finally, all research findings are subject to peer review.

Recommendation 23 stated that NTID should be permitted to admit foreign students who are deaf with two caveats: that the number should be limited to 10% of the total student body; and that their tuition should be increased to cover 75% of the average per student cost. As you know, we were granted permission to admit foreign students two years ago with the stipulation that they pay 50 percent more than the tuition paid by domestic students. We now have approximately 30 in our environment. We believe that the proposed 10% restriction could be an artificial restriction at times, since we have the capacity to serve 1,250 deaf students. So long as no U.S. citizen is displaced, the percentage of foreign students might be greater than 10% from time to time before a total of 1,250 students is reached.

We also have a problem with charging 75% of the average per student cost at NTID. In 1991 dollars, that would be approximately $24,000, (Tuition $18,600 and $5,400 for room, board and fees). Tuition alone would be over 5 times higher for foreign students than for domestic students who are currently paying $3,334. All students pay the full cost for room, board and fees ($5,400). We are already experiencing a problem attracting students from developing countries. This past year twenty-three applications were received from students from developing countries; none were admitted, more than half primarily due to lack of funds. If we were to raise the rates to nearly $24,000, we would virtually eliminate foreign students from consideration. We have been working with the Senate Subcommittee on Disability Policy to create a federally funded scholarship program for these students to be supported through the Committee on Foreign Operations. However, this plan fell through for fiscal year 1992. Hopefully we can resurrect it for the fiscal year 1993 appropriations process. I see this as vitally important. If we are to reap the full benefits of internationalism on our campus for our deaf students we need to find a way to include these students.

Before leaving the topic of cost per student, I would like to clarify some of the terms. If you simply divide our total operating budget by the number of full time equivalent students you will get a rather high figure of $32,000 per student. However, built into that figure are the costs associated with research, outreach, public service and auxiliaries. When you separate out those costs, as the GAO did in its 1986 report, Deaf Education: Costs and Student Characteristics at Federally Assisted Schools, our FY91 educational cost per student is reduced to $22,454. When compared with the tuition cost at RIT of $11,200, NTID's costs do not seem so high, especially when one considers that RIT's tuition cover only 80 percent of the cost of each student's education. When that is accounted for the total cost per student at RIT comes closer to $14,000. RIT's costs are not very different from many private institutions around the country. Education has become a very expensive proposition. Add to it the necessary support costs associated with educating students who are deaf and it becomes easy to see why NTID's cost per student is at the level it is.

NTID has a long history of providing outreach services to deaf people, educators of persons who are deaf , and other interested parties as evidenced by its various interpreter and notetaker training programs, the "Explore Your Future" summer program for high school juniors, the Educational Specialist Graduate Program for secondary teachers, and the Intern Program where graduate students and professionals in the field of deafness serve under the mentorship of NTID professionals.

About seven years ago, the Senate subcommittee on Disability Policy asked NTID to increase its outreach efforts after the rubella students were served. In response to their challenge, NTID created the Educational Development Outreach Project. This project provides technical assistance focused on primary and secondary schools, support service personnel, employers of persons who are deaf, adults who are deaf, parents of individuals who are deaf, rehabilitation and placement professionals, and health care professionals. So you can see we are vigorously pursuing educational outreach as a part of our fundamental array of programs and services.

In closing, I would like to describe for this committee a very exciting self study now occurring at NTID. After 23 years of serving as a highly successful experiment in postsecondary education, NTID has undertaken a strategic planning process to create a vision and plan of action that will carry it into the 21st century. While many institutions undertake strategic planning to resolve a crisis, this is not the case at NTID. We face many challenges, but we are fundamentally healthy, fiscally and otherwise. As we prepare for the challenges of this decade we need to assure that we are allocating our resources to the areas of greatest need in the most efficient and effective way. We are

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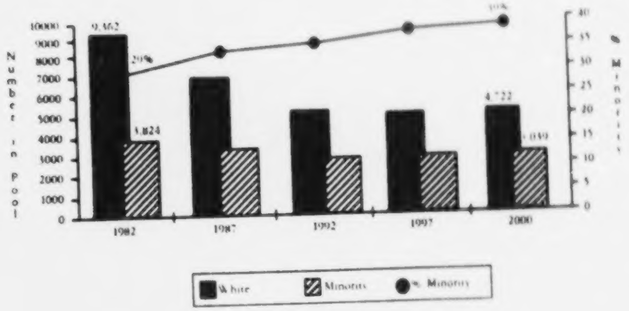
doing this within the context of given the growing complexity of the work force, changing national demographics, changing public attitudes and policy towards deafness, advancing technology and increasing competition.

Toward this end, early last year, the Institute engaged the services of a highly respected consultant with the National Center on Higher Education Management Systems (NCHEMS) to provide guidance in initiating a strategic planning process at NTID. Since that time, a 15 member Strategic Planning Committee (SPC) was formed, made up of faculty and staff members (hearing and deaf), an alumnus and a student. Their responsibility has been to lead the entire process and make recommendations to the executive administration, who will, along with myself, make the final decisions by the end of June 1992. The SPC's task is one of analyzing, synthesizing, and making recommendations about the information it receives from the various task forces it established to conduct specific analyses. More than 100 faculty and staff have served on task forces and sub-committees to examine strategic issues, assess internal strengths and weaknesses, explore external forces that pose challenges as well as opportunities, identify underlying Institutional values and to conduct internal analyses of academic programs, academic support units and administration.

Final recommendations and decisions will be made by the end of June 1992 and it is expected that it may take 1 to 3 years for total implementation of those decisions. This strategic planning effort has been designed as a resource reallocation process and not a budget reduction exercise. As mentioned earlier, NTID initiated this process to prepare the institute to meet the challenges of the future and is doing so from a position of strength as an educational enterprise. A critical outcome of this process will be the creation of a shared strategic vision for NTID as it enters the 21st century, and a more efficient and effective educational community. Although funds will be saved and reflected in future appropriation requests, our first priority will be to assure that students who are deaf are provided with the best possible education. This includes appropriately maintained and safe facilities and state-of-the-art laboratory equipment. As the Committee knows, NTID has had to struggle over the past few years to equip its laboratories and classrooms for its curriculum, and maintain its buildings. Through the reallocation process, strategic planning will clearly help to rectify this situation, while directing and redirecting its remaining assets to the areas of highest priority within Career Development, Research and Educational Outreach.

In summary, NTID is committed to the achievement of equal opportunities for people with disabilities. In the Institute's brief history, it has been shown that young adults who are deaf can overcome the consequences of their disabling conditions, become contributing members and leaders of society, and vastly improve the quality of their lives. On the pragmatic side, collaborative research between NTID and the Internal Revenue Service indicates that on the average, persons who graduate from NTID pay back the cost of their education in 10 to 13 years and have lifetime earnings that are 2 to 3 times greater than deaf persons who attended NTID, but did not complete a program.

Mr. Chairman, I will be pleased to answer any questions you may have.



Pool of Deaf White and Minority 18-21 Year Olds and Percent Minority in Pool 1982-2000

# Increases in
# Proportion of minorities
# (last six years)

| | 1986 | 1987 | 1988 | 1989 | 1990 | 1991 |
|---|---|---|---|---|---|---|
| Entering Class | 5.8% | 8.6% | 9.5% | 14.5% | 16.8% | 13.7% |
| Total Enrollment | 7.4% | 7.7% | 8.1% | 9.8% | 11.9% | 12.5% |

The proportion of Minorities in NTID's enrollment has increased by 69% since 1986.

Attachment II

Chairman **Owens**. Thank you very much.

I yield to Mr. Ballenger for questions.

Mr. **Ballenger**. Thank you, Mr. Chairman.

Dr. Jordan, first of all, let me say that you don't know it, but when you were at Lenoir-Rhyne College one day, and I was driving to my factory, I looked up as you were walking across the street, and I said, "I know that man, but I can't remember what his name is." And I went on by, and then later I recognized who you were, and it was too late to do anything about it.

But I would like to ask you, having examined the courses that they have at Lenoir-Rhyne, do they teach the deaf there, or do they teach teachers for the deaf, or both?

Dr. **Jordan**. They have a very good program that has this year 13 deaf students, and they are integrated into the regular classrooms with special support services. Lenoir-Rhyne probably provides more individual support for their deaf students than any program I know of. They have six staff interpreters and 13 students.

I wish you had come to my talk that morning.

Mr. **Ballenger**. Well, we are rather proud of their operation.

Dr. Bowe, in North Carolina, we have three schools for the deaf. In fact, while I was in the State legislature, we expanded from two schools to three schools, and it was basically because of the German measles epidemic in, I guess, the 1950's or early 1960's, somewhere around in there. Now we find that because of the cure for German measles that the number of students, deaf students, is shrinking.

Is this nationwide, or—let me just ask you—is it nationwide, or are the number of deaf shrinking because our medicine is better?

Dr. **Bowe**. Yes, Mr. Ballenger; yes, it is. The German measles epidemic occurred in 1963 to 1965. Those students are now in their 20's, early 30's. And the population of deaf students in the public schools has gone down since those students graduated. So, yes, it is a national trend.

There is something that is also happening. I'm not sure it's happening in North Carolina. In many States there has been a tremendous misunderstanding of what the law requires on least restrictive environment, and you do have a large number of public schools very inappropriately deciding that they are going to keep deaf children in the local neighborhood school no matter what the consequences. Part of that is also leading to the reduction you are seeing.

Let me just comment, very briefly, those of us in the room who have pronounced my name Bowe, like a bow tie, in North Carolina, I know you do things differently.

Mr. **Ballenger**. Yes, sir. I would like to also ask, Dr. Bowe, when you speak of—I think we're getting numbers crossed up here—when Dr. Jordan says he is charging 150 percent and Dr. Davila said that he wanted to go to 137 percent. I think, if I understand it correctly, the 50 percent surcharge, or additional charge, that is now charged is not what you're speaking of. You're actually speaking of, I guess, 250 percent?

Dr. **Bowe**. Okay. I'll be happy to try to clarify that for you, sir. We at the Commission recommended that the students from other countries pay the de facto, full, unsubsidized tuition, and we thought that for a number of reasons which I have explained already.

There is another reason. As I said in the tail end of my comments this morning, we are not spending much of anything at all, virtually ignoring most young deaf people who are not college graduates. So I wanted to reallocate some funds in that direction. I didn't want to spend what little money we had subsidizing students from other countries, and the Commission agreed with me.

Okay. To clarify the numbers—if you're not an accountant, it's easy to get confused. We recommended full actual cost. Now, the NTID and Gallaudet are operating under an agreement with the Department of Education whereby they are basically offering foreign students the opportunity to come to their programs but pay half again as much as the American students do.

Dr. Davila has come in and proposed that that be increased quite substantially. He wants it increased over a period of time. He offers a formula based on the land grant colleges that would eventually, over a period of time, result in a surcharge, not 50 percent, but 135 percent. So it would mean 235 percent.

My Commission does not recommend that approach. We recommend the full actual cost approach. But the effect is more or less identical. I'm not sure if the 135 percent is what you want. I think the principle is what you want to establish.

Mr. **Ballenger**. Thank you, sir.

Dr. **Jordan**. May I speak to that, please?

Mr. **Ballenger**. Yes, please.

Dr. **Jordan**. I want to make sure I understood correctly. I use an interpreter; sometimes numbers get mixed up. But I understood Dr. Bowe to say that foreign students pay half of what——

Mr. **Ballenger**. Half additional.

Dr. **Jordan**. Okay. Oh, half again.

Mr. **Ballenger**. Right.

Dr. **Jordan**. It's 150 percent of what Americans pay. What the Department is recommending is actually 235 percent of what American students pay.

Mr. **Ballenger**. Right.

Dr. **Jordan**. I think also I never would suggest that what Dr. Bowe says about low-functioning students is not important. It's very, very important. I think that the Congress and the Department of Education have a responsibility to look at that. But I want to assure you, sir, that we're not turning away Americans who apply to come in to Gallaudet. We accept all qualified American students who apply and then, if there is room left, accept foreign students.

Mr. **Ballenger**. Dr. Castle—and maybe this is just because of where I live—but we we've been fortunate in our area with the Morganton School for the Deaf 20 miles from my home, we have many deaf employees working in all—various occupations—and there was no technical training, but there appears to have been something that they had at that school in Morganton to train students. I mean, we have printing pressmen, and so forth, all over our community.

In fact, when I was much younger, we had an industrial basketball league in our town, and all the deaf students got together and played, and it's almost unbelievable that they would beat us every time. I mean, I could never understand how you could—you can't sign language on a basketball floor. But somehow they played beautifully and handed us our heads in our hands many times.

But is there something different in your operation as compared to the Morganton School for the Deaf? I don't know if you know anything about Morganton School for the Deaf or our schools in North Carolina for the deaf. Is there a great deal of technical advancement in your school as compared to ours?

Dr. CASTLE. Yes, sir. The difference is that the students you are talking about have been products of the regular vocational training aspects of the typical residential school for the deaf. The National Technical Institute for the Deaf is postsecondary education dealing with much higher level technology training than what occurs in those schools.

Mr. BALLENGER. Would it be comparable to a community college? We have a community college system, a technical and college community system in North Carolina.

Dr. CASTLE. Some of what NTID is about is comparable to what you find in community colleges, but other aspects of NTID are such that we have many of our deaf students, in fact 293 of our current students, are cross-registered into the other colleges of the Rochester Institute of Technology, pursuing baccalaureate and master degrees programs in very high technical fields, high-level technical fields.

Mr. BALLENGER. I'd like to ask Dr. Jordan, if I may, you just made the statement that you accept all students who apply, American students who apply, but what is your enrollment?

Dr. JORDAN. Currently, we have about 2,200 students at Gallaudet.

Mr. BALLENGER. Would there not be substantially more students throughout the United States if they knew about or could get to Gallaudet that would apply? I mean, it just seems like 2,200 is a very small number to say that you take everybody that wishes to apply.

Dr. JORDAN. It speaks to many things, sir, including, first, the fact that we are a very low incidence disability. There are few deaf people out there. Secondly, it speaks to the work of the Commission on Education of the Deaf and the paucity of education among young deaf people. Most young deaf people are not qualified to come in to do university level work. It's a situation that all of us in this room would like to see change, and all of us in this room are working hard to see changed.

Mr. BALLENGER. Thank you, Mr. Chairman.

Chairman OWENS. Thank you.

Just for the record, to bring the statistics together, about how many young people in the country are college age who are deaf? Is there anybody who knows that statistic?

Dr. JORDAN. I might be able to find out.

Chairman OWENS. Well, they are eligible to go to college, or at the age where they would be going to college.

Dr. JORDAN. About 10,000.

Chairman OWENS. About 10,000. How many are enrolled? We know that 2,200 are enrolled at Gallaudet. How many are enrolled in universities and colleges in other parts of the country? Does anybody have that statistic?

Dr. **Castle**. I think the latest career guide cataloging on that information was approximately 5,500, a little more than half of the number that has been mentioned.

Chairman **Owens**. So half of those who are of college age are in higher education?

Dr. **Castle**. Are in some postsecondary educational program.

Chairman **Owens**. Are in some postsecondary educational institution.

Dr. **Castle**. Yes.

Dr. **Jordan**. I said earlier that that was one of the goals of the establishment of the Model Secondary School for the Deaf. I think that we are achieving very well when it comes to admission to postsecondary education. I think that's a success story.

Chairman **Owens**. I would like to strongly urge the three of you to be advocates for an element in the new world order which would be very positive and humanitarian. We have a lot to offer the rest of the world in terms of education of the deaf.

Whereas, I agree with you wholeheartedly that the money allocated to these schools ought to be used primarily for the education of students in this country, I do think you ought to approach the State Department and our national leaders in terms of making the export or the offering of this service to the rest of the world part of our foreign aid and foreign assistance.

I would much rather see us giving millions of dollars in this kind of assistance to replace some of the military aid that we give to the rest of the world. We have something here which is unique, and I think it would not interfere with Dr. Bowe's objective of encouraging other countries to open their own schools. The more you have attending here, the more they'd have a base for doing the same kinds of things, people who would be able to provide the leadership to do them in other countries.

I would hope that we take that new world order viewpoint. Education, in general—higher education, in particular—is one of the things I think that America is going to have to offer the rest of the world that is unique. Certainly, many of the underdeveloped countries cannot afford to send students to any of our institutions, but, with foreign assistance of this kind instead of the military and the other kinds of assistance we've been traditionally giving, they would. I think it would be a positive element and a positive contribution to the new world order.

Dr. Castle.

Dr. **Castle**. Yes, sir. In fact, your colleague on the Senate side this past year endeavored to impact on the State Department with respect to a special scholarship fund that would be provided for young people who are deaf from Third World countries. That apparently in this round did not go through, but I imagine the initiative will be renewed as we move into the next fiscal year. So that's an initiative you should be aware of on the part of Mr. Harkin.

Mr. **Ballenger**. Mr. Chairman.

Chairman **Owens**. Yes.

Mr. **Ballenger**. If I might add, considering the situation that—I'm not saying the Canadians are better off than we are, but the

Japanese, the Koreans, and all the rest of them, financially, are substantially better off than we. It seems that we ought to sell them on the idea of them giving scholarships. The Canadians evidently do.

If we're going to invite them to our country to learn, they have more money than we do, their balance of trade is in their favor, they could use some of that balance of trade to train their own students to learn more about educating the deaf.

Chairman OWENS. I was speaking about the large number of underdeveloped countries out there who have more of a problem because of various diseases. Rubella, and other kinds of diseases, is still a major problem in some of those countries. They have a larger population, percentage-wise, suffering from this malfunction.

It would be, I think, good for us to take a look at this as being one of the agendas for all of the industrialized nations to contribute to. I am not saying it should be limited to the United States, but we certainly are ahead of everybody else and should share this expertise and replace some of our other kinds of aid with this kind of aid.

Dr. CASTLE. I must say that I have no problem whatsoever in being supportive of that suggested initiative and, as the director of NTID, would like to be a very important part of it.

Dr. JORDAN. I also, if I may speak to that, enthusiastically accept your comments and tell you that Gallaudet University is committed to doing exactly that. Last year, during the summer, I went to China for two weeks, and I learned that there are 700,000 young deaf people under the age of seven. We calculated that it would require 58,000 new teachers to train them. They have three training programs for teachers of the deaf in the entire country, so they are turning out about a dozen teachers a year, and they need 58,000.

Their compulsory education act doesn't apply to disabled children because they can't serve them. In fact, it does apply, in theory it applies, but in practice they can't do it because they can't train the teachers. That is happening in different countries all over the world. And there is a responsibility by us, in more developed, more knowledgeable countries, to help those people.

Chairman OWENS. Thank you.

Dr. Bowe.

Dr. BOWE. For what it's worth, I do want to add the comment that I do support these two gentlemen. And I do want to support the initiative of going in, for example, to the AID, the Agency for International Development, and providing some funds there, and also fund scholarships. It was an effort that was begun by the next president of the United States, and I do think that Mr. Harkin's idea should carry through on both sides.

[Laughter.]

Chairman OWENS. Make sure that's in the record.

[Laughter.]

Chairman OWENS. Dr. Bowe, what is your opinion of the deaf education initiative as proposed by the National Association of State Directors of Special Education and the Conference of Educational Administrators Serving the Deaf? Are you familiar with that?

Dr. Bowe. I'm very impressed. Yes, sir. I am very impressed that those organizations are working together. We have seen too little of that in the past. I'm very happy that they are cooperating and that they are attempting now to resolve some of the very severe problems we have with quality and excellence in education of deaf children.

I do think that they need to do some further work to try to sharpen their focus, to decide what it is exactly they want to do. But I'm happy to see it. I support it, and I do look forward to seeing results from that project.

Chairman Owens. Dr. Castle, one of your charts shows that the proportion of minorities in the pool of 18- to 21-year-old deaf students will grow from 29 percent in 1982 to nearly 40 percent by the year 2000.

Knowing that many minority deaf students have lower reading, writing, and language skills, approximately how many of these students could be expected to meet your admissions requirements, and what kind of steps do we take to get a greater proportion able to meet your admissions requirements?

Dr. Castle. I would assume that the percentage of young people from that population would be approximately what it is right now, and we are hovering around the percentage of 4 percent. I believe that things could change, however, in the future, if greater impact occurred at the secondary level, in particular, and even in the early primary years of these young people. Much needs to be done at those two levels.

Chairman Owens. Dr. Jordan, in view of the fact that your model school programs are designed to provide information, innovation, and examples for the rest of the country, I would appreciate the most thorough possible explanation, in some statement in the future, of your dissemination procedures and how you expect in the future to guarantee that the benefits of these two programs will be spread to all institutions which are interested throughout the country.

Would you care to comment?

Dr. Jordan. Only that, in 1987, when the General Accounting Office did their audit of the Model Secondary School for the Deaf and the Kendall Demonstration Elementary School, one of the things they said was that the products we made were very, very well received but that they weren't widely enough distributed. So we've made several very important changes, organizationally, to ensure that there is wider distribution of those products.

Interestingly, at that time they estimated we had reached between 30 and 60 percent of the deaf students in the United States. That was pretty good market penetration, I believe. We are reaching many, many more people. I would be very happy to supply for the record specific data about exactly what our initiatives are for dissemination.

Chairman Owens. My final question is, in the process of educating the deaf, have we really done all we can in the use of modern technology to assist in the process? I'm very proud of the work being done by the Lexington School for the Deaf. I've visited there and probably spent more time there than I have anywhere else.

But, as a layman, I just wonder if some of the procedures that I've seen requiring one-on-one teaching, and you mentioned before the program in North Carolina which has six or seven interpreters for 13 students, I wonder if, in this era of video and computers and a number of assistive devices, are we fully utilizing those in the process of assisting deaf students and aiding in our own teaching processes?

Do you feel that you have state-of-the-art and you are on the cutting edge of that and are using it as well as you could? And that also relates to the problem of bringing down the cost per student, which would enable you to, of course, educate many more students.

Dr. JORDAN. Are we doing as well as we could? The answer always has to be no. If we ever say that we're satisfied and we're doing as well as we can, then something is wrong. Are we doing good things with technology? The answer is yes.

An easy example is hearing aids. The children at Kendall School and MSSD, probably 90 percent of the children, wear hearing aids. It used to be that you would see things like loop amplification systems or FM amplification systems, but now, with the new technology, the hearing aids can be so well personalized that the children get the maximum benefit from their own hearing aids. I think we make good use of that.

We're learning a lot more about the use of computers in actual learning. Maybe you're familiar with ENFI, a system we use at Gallaudet, the electronic networks for interaction. It's a very, very good system whereby computers that are networked to each other are set up in such a way that the teacher can type text to a group of students at the same time, can edit their text at the same time, and we've shown the benefit of that with children who are very young and with university students.

Real-time captioning is another example of an area that we're starting to pay more and more attention to. Soon, we are informed, there will come a day when voice-to-text can happen. When that happens, then it will be easy to hook up the appropriate computer to a microphone and students just look at the text scroll across the screen.

We're excited about the changes in technology, and we pay close attention to that.

Chairman OWENS. Do you care to comment, Doctor?

Dr. CASTLE. Yes, I think it is important to point out that it is very difficult even for the model institutions of today to keep up with the advances of technology. As advances occur, things become more and more expensive, and, obviously, those programs that are not model tend to lag behind even further.

Chairman OWENS. I want to thank all three of our panelists. I think the job that we have ahead of us, in terms of the reauthorization of this Act, will be made easier by the fact that we're all going in the same direction, some of us at greater speed than others; but, we're all going in the same direction.

Thank you very much. We will be in touch with you with additional questions in writing, if we need them, in the next few days.

Our next panel consists of Dr. Roslyn Rosen, president of the National Association of the Deaf, Silver Spring, Maryland; Mr. Jeff Cohen, president, American Society for Deaf Children; Mrs. Virginia Stern, the chairperson of the Parent Section of the Alexander Graham Bell Association for the Deaf; and Ms. Pam Beck, president, National Cued Speech Association.

Please be seated.

Ms. Beck is accompanied by Daniel Koo, a student from the University of Maryland.

Ms. BECK. Yes. Thank you.

Chairman OWENS. You may begin, Dr. Rosen.

## STATEMENTS OF ROSLYN ROSEN, PRESIDENT, NATIONAL ASSOCIATION OF THE DEAF, SILVER SPRING, MARYLAND; JEFFREY M. COHEN, PRESIDENT, AMERICAN SOCIETY FOR DEAF CHILDREN, WASHINGTON, DC; VIRGINIA STERN, CHAIRPERSON, PARENT SECTION, ALEXANDER GRAHAM BELL ASSOCIATION FOR THE DEAF; AND PAMELA H. BECK, PRESIDENT, NATIONAL CUED SPEECH ASSOCIATION, SHAKER HEIGHTS, OHIO, ACCOMPANIED BY DANIEL KOO, STUDENT

Dr. ROSEN. Good morning. The National Association of the Deaf is very pleased to be asked to testify here for this very important Act. There is so much to be done.

The NAD is the country's oldest and largest and most effective consumer group of and by deaf people. It was established in 1880 and has been working to advocate a better life for deaf people of all ages, as well as their families and the people who work with them. It goes without saying that we are in the middle of a national crisis, education of the deaf today, and that it is made worse by the fact that 90 percent of deaf children are born to families who are not themselves deaf.

So, in addition to educational problems that they are faced with, the educational problems that face all children, we have additional problems of misunderstanding when we have deaf children involved, confusion, lack of resources, and so on, all of these different problems that are in the programs.

The Commission on Education of the Deaf report said that the state of the art of deaf education is unacceptable, very unsatisfactory. Dr. Oliver Sachs, who wrote *Seeing Voices* and is the author of *Awakenings*, says that the difficulties that many deaf children face are the result of consequences of deafness and not the deafness itself.

What does the deaf community want for deaf children? What does the National Association of the Deaf and other organizations want for deaf children? The answer is simple: We want exactly the same things that are advocated for by the governors when they established the agenda for the National Goals and by the Secretary of the Department of Education in America 2000. We want exactly the same thing; no more, no less. We want the same thing. We want our deaf children to be able to start school when they are ready, and we want them to graduate on grade level.

So what we would like to propose is a long paper—I have a very long paper that I would like put into the record, but I will try to summarize it today. We need a lot of changes to occur to make sure that deaf children receive their rightful place in society as educated, informed, involved, and participating, productive citizens, citizens of America.

We believe that the reauthorization of this Act should include a bill of rights, and that would be the inclusion of rights for early identification and intervention strategies, including parent education and involvement.

Secondly, readily available communication access and language acquisition; that has to happen before learning can take place. Thirdly, appropriate assessment and comprehensive programs. Fourth, access to the full continuum of placement options, ranging from public to special schools. Fifth, a critical mass of age and language appropriate peers. And I would like to say here that this one is probably the most important. It is one of the most important considerations that will help deaf children in meeting their educational, social, and emotional development.

The sixth one is educational professionals who can effectively communicate with the child's language mode. Deaf children do not have a number of adult language role models; by that I mean people who can communicate fluently with them in the child's language.

Next, appropriate support services and qualified interpreters. The word "qualified" must be underscored. There are many, many reasons why we have to underscore this so many times. We want to have a full range of programs related to special services.

Eighth, affirmative action to improve training and hiring for deaf professionals as teachers, counselors, and administrators at every educational level that we have included. It's important that those models be culturally, ethnically, and linguistically representative of the children that they work with.

Number 10 is the implementation of the 1988 COED recommendations 2 through 15, pertaining to quality placement and educational programming. It seems strange that many of the COED recommendations have been implemented, or they are in the process of being implemented; however, those that relate to the heart of education for deaf children have been ignored.

The 11th, we feel that we could benefit from having an advisory group of consumers and professionals and parents in the Department of Education. Now, I do not agree with Dr. Bowe when he says that we can modify IDEA to make this better, because we can't wait. We can't wait another five years. We cannot afford to lose another generation of deaf children.

We feel that EDA is an appropriate place to include the bill of rights. And, when the time comes to reauthorize Public Law 94-142, we think we should include provisions for qualified education with full communication access inclusion. So let us say that we do support Public Law 94-142, Americans With Disabilities Act, and Section 504, but we need to beef up EDA to make sure that we have a variety of laws that will support quality education for deaf children.

I would like to talk a little bit about early childhood intervention. We would like to suggest Head Start programs for the deaf. Public Law 99-457 includes early education intervention, but for deaf children we recommend that total communication access must be part of that, and that has to be true of all of the people that work with them and for all of the toddlers.

In the area of assessment and placement, we are very concerned with individual education, individualized educational plans for deafness. For deaf people it's a real paradox. For the individual child, he has no problems when he's alone. A deaf child being alone has no problems. They only have problems when they run into the barriers that are, for example, lack of communication, and whatever. That is when they experience a problem.

So, when you're talking about individualized programs, we're missing the boat completely if you are not considering the environment as well. So we strongly support the consideration of an environmental educational program, an EEP, if you will, for deaf children, because, if it is an appropriate program, you have to have interaction between the child and the environment.

The least restrictive environment: We believe that no matter where the placement is, it must be the best for the child and be least restrictive for that child. We would like to support the COED recommendation related to least restrictive environment as it relates to the center and magnet schools.

We believe that schools for the deaf are now at risk. There are several schools in the States that are considering closing, or downsizing, or changing significantly their characteristics and the missions of the schools. That was going to be in conflict with the spirit of Public Law 94-142. However, the loophole that those State departments of education are using is that there is no language that requires all options be available within the State, which means that those States can close a school for the deaf and send the child out of State.

Again, we feel that it is just a ploy to effectively foreclose those options because we see that the greater value is being put on the child's education within the same community where the child lives. In Maryland, for example, right now they are discussing a bill that will in effect do what I have just explained.

So we feel very strongly that EDA should include the maintenance of schools for the deaf as recommended by COED and, further, maintain these schools as a valued option in that State, plus work with that community to make them model programs for other States and for other programs within the State.

We support the two model schools in Washington, DC, but there are a lot of things that are going to be needed out there, a lot of resources that are going to need to be closer to home and in the individualized States. The State schools for the deaf are really going to be able to fit in with the Department of Education's 5-3-5-plus schools where the school for the deaf could become a school model program, a model program and a magnet program for the curriculums.

We also support the parents' right to direct application choices and decisions about placing their child and being a member of the IEP team. We also want to make sure that parents have the benefit of full information, all the statistics on the various choices, and involvement with deaf role models before or during the process of selecting the best school. This needs to be a partnership.

Now, related to deaf student communication, we feel that interpreters are wonderful and they are very helpful, if they are qualified. The problem is that there is clear paucity of qualified and certified interpreters, and there is a situation where many deaf children are placed with a potentially qualified interpreter, if you will, if we can call it that, but the fact is that the child is in a situation where they must be learning, and they cannot if the interpreter is not qualified.

So we strongly recommend funding for training and certification of interpreters and that the certification be obtained before they are permitted to work in the classroom. No less can be expected. No less is expected of teachers, or administrators, or professionals. The child's lifeline is what they can understand through the communication access, so it is very important that the child, if he is to be successful, must be in an appropriate placement.

We also support bilingual, bicultural education. Maybe it's trilingual. I know that there are many cultures; it's multicultural and multilingual. America is rich with cultures and ethnic groups, a variety of them here. Deaf people are part of that. The language of deaf people is part of that. So it is supported by language. We want to see professionals working with deaf children who understand that and are skilled in the language and the culture.

Deaf children must understand both English and ASL, and the people working with them must also have the same proficiencies. We support deaf studies as part of the curriculum, and we recommend that Congress consider American Sign Language as a language and that the schools today experiment or implement programs for bilingual, bicultural studies, that they be considered models for studying so they can be replicated in other areas.

In the area of affirmative action, we strongly support that deaf children have role models who are deaf themselves so that they can share characteristics: gender, race, and other variables. We are supportive of the concept of education scholarships for deaf people who have different cultures and different ethnic backgrounds. We would like to see the Department of Education enforce equal and affirmative action employment for deaf professionals in education preparation programs all the way through the university level.

One very last part that I would like to mention in this is the secondary education. We do support options for deaf students. We would like to see that those options meet certain basic requirements, just as the critical mass that we talked about earlier, professional training programs for people who work with deaf students, and role models.

We strongly believe that there should be in place transition programs for students who are ready to leave high school and go to postsecondary programs or to the world of work. COED's recommendation number 20 addresses this. They talk about establishing 10 federally-funded centers where they would work with students who are not eligible for college or university level programs, postsecondary programs, and we are sure that they would benefit from some vocational training.

Congress needs to work to support the COED recommendations. Now is the time to implement COED recommendations numbers 2 through 15.

I would be happy to respond to any questions you may have after my other colleagues have completed their testimony. Thank you.

[The prepared statement of Roslyn Rosen follows:]

# TESTIMONY: EDUCATION OF THE DEAF ACT REAUTHORIZATION

Prepared by the National Association of the Deaf
Dr. Roslyn Rosen, President
House Subcommittee Hearing, February 25, 1992

The National Association of the Deaf is pleased to be asked to present testimony on the reauthorization of the Education of the Deaf Act. Education is a critical, if not paramount, building block in anyone's life, more so for deaf persons for whom communications is an added challenge.

The National Association of the Deaf, established in 1880, is the country's, if not the world's oldest consumer organization of, for and by Deaf people. The NAD serves as a source of information, provides services, publishes monthly newspapers and annual monographs, and functions as an advocate for a better quality of life for Deaf Americans. The NAD is a federation of 50 state associations and includes affiliated organizations and 22,000 members, representing a cross section of Deaf Americans. It helped to establish the national parents' organization, the American Society of Deaf Children, the Registry of Interpreters of the Deaf, the Telecommunications for the Deaf, and the American Deafness and Rehabilitation Association.

There is a national crisis in the education of deaf and hard of hearing children in the United States. Deafness is a unique disability that permits physical access while blocking communicative and mental access, if left undetected and not accommodated. Approximately ninety percent of deaf and hard of hearing children have hearing parents. Deaf and hard of hearing children experience the same educational difficulties that impact on non-deaf children, plus additional burdens. These additional burdens include misunderstandings and ignorance about deafness, inadequate programs, curriculum, funding, and support services. Deaf and hard of hearing children are denied the most fundamental components of an education: appropriate and full communication access to the educational system and to peers and educational staff. As a result, many deaf and hard of hearing children are isolated in the most profound and harmful ways.

The Commission on Education of the Deaf (COED) in 1988 reported to Congress that the status of education of deaf and hard of hearing students in this nation is unsatisfactory, unacceptably so. The COED reported that the average reading level of a deaf high school graduate is approximately third grade, while his or her hearing peer reads at the tenth grade level; that deaf and hard of hearing children experience serious difficulties and delays in acquiring language skills; that the lack of an appropriate language base creates immediate and serious educational difficulties and will delay acquisition of English.

Dr. Oliver Sachs has written that the difficulties many deaf children face is the result of "consequences" of deafness and not deafness itself. Seeing Voices, p.59 (1989)

What does the deaf community want in the education of deaf students? We want the exactly same goals as advocated by the Governors in their National Goals and by the Secretary of the Department of Education in America 2000. No more and no less.

We want the deaf child to enter school, ready to learn. We want the deaf student to graduate from school on grade level. What needs to happen in between? There are several recommendations that should be incorporated into the Education of the Deaf Act and then implemented.

We believe that the following elements, if implemented and enforced, will greatly enhance educational, communicative, social, vocational and emotional development of deaf and hard of hearing students and enable them to assume their places in American society as independent, self-determining, productive and involved citizens.

## EDUCATIONAL NEEDS OF DEAF AND HARD OF HEARING CHILDREN:

1. Early intervention strategies and programs, including parent education and involvement
2. Readily available and appropriate communication; language acquisition as a prerequisite to the acquisition of knowledge
3. Appropriate assessment and comprehensive programs
4. Access to the full continuum of placement options ranging from public to special schools
5. A critical mass of age and language appropriate peers
6. Teachers and professionals who can effectively communicate in the child's language mode
7. Appropriate support services, including qualified interpreters
8. A full range of programs and services, including but not limited to vocational, mental health, counseling, communications, and extracurricular activities
9. Affirmative action to improve the training and hiring of deaf professionals as teachers, counselors and administrators at every educational level
10. Implementation of the 1988 COED Recommendations #2-15, pertaining to quality placement and educational programming
11. An office or advisory board of consumers/professionals in the Department of Education

The following areas of issues and recommendations represent several years of work and analyses done collaboratively by deaf people, families and professionals.

## I. EARLY EDUCATIONAL INTERVENTION

### A. Early identification, screening and assessment

It is RECOMMENDED that in addition to early identification, as close to birth as possible, there be appropriate screening and assessment of the child's communication and language needs at the earliest possible age, no later than age 2.

### B. Parent Education

There should be state-wide parent education programs and resource centers focusing on deaf children's needs and communications options, with parent-friendly data and guidelines for decision-making. Often communications options are laid out on the table by professionals for parents as either-or decisions rather than as interlocking integral components of human communications. Information about deaf people and sign language should be included in parent training. Deaf professionals need to be involved with parents as early as possible. All these are RECOMMENDED.

C. Head Start Programs for Deaf Toddlers

PL 99-457 encourages early educational interventions. Assistance with compliance should be applicable to families, baby-sitters, day care centers, and communities. However, with deaf children, who are visually oriented, it is critical and RECOMMENDED that such programs be implemented with communication accessibility as a priority. Deaf toddlers need to be with other children whom they can understand and with adult role models knowledgeable about deafness and who can communicate fluently with them.

2. ASSESSMENT AND PLACEMENTS

A. Assessment

There is a need for communications assessments that determine not only current levels of skills but also will gauge potentialities. Norms should be the same as for hearing children. Furthermore, there should be assessments every six months, especially for young children, where parents are informed of progress or lack of, and alternatives recommended. These points are RECOMMENDED.

B. Individualized Education Plans and Programs

Deafness presents a paradox. An individual deaf child experiences no problems. It is only when a deaf child is in a communicatively inaccessible environment that problems occur. Dr. Milo Bishop writes, "To place a hearing impaired child in a classroom...without providing needed support services is, in our professional judgement, tantamount to child abuse." Mainstreaming, p.73 (1979) Therefore, while IEPs may be helpful, more critical would be the development of Environmental Education Plans (EEP) to ensure that the deaf child is not deprived of his/her right to be in environments where s/he can develop educationally, socially and emotionally, without which his/her life will be seriously proscribed.

Therefore, it is strongly RECOMMENDED that the deaf child has the right to placement in educational programs where there is a critical mass of age and language peers and appropriately trained professionals who can communicate directly, appropriately and effectively in the child's particular communication mode(s) and language(s). Full communication inclusion is a right taken for granted by hearing children.

C. Least Restrictive Environment

Whatever is the most appropriate placement for a child should be the least restrictive environment for that child. Parents must be informed of all the placement options available and be given information and guidelines for decision making. Schools for the deaf should

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be part of the decision-making process, providing information and guidance to parents or guardians.

The NAD RECOMMENDS the establishment (by deaf consumers, parents and professionals) of guidelines and standards for placement decision-making and monitoring to ensure appropriateness and to safeguard against harmful effects on the child or on the quality of services which the child needs (COED Recommendation #7). It is also RECOMMENDED that the Department of Education not delay further in issuing a policy statement that removal from the regular classroom does not require compelling evidence (COED #8).

D. Center and Magnet Schools

Day and residential schools for the deaf have been in existence for over 150 years. Each state has at least one. These schools provide comprehensive programs for deaf and hard of hearing children, including, but not limited to, appropriate support services, vocational programs, mental health services, college preparation assistance, parent education and outreach services. Schools for the deaf maintain quality programs with trained and certified personnel and resources related to curricula, research and pedagogies, and because of the critical mass and economy of scales principles, are valuable and cost-effective centers.

In the past, the majority of deaf children attended these schools, however, since the 1970's, the trend towards mainstreaming or placement in public schools have become more pronounced, where for the past 2 decades, less than 35% of deaf children were placed in special schools. Of interest is the fact that while fewer younger children are initially placed in special schools, more of them request a transfer to special schools at the junior high and high school grades, when they either do not progress satisfactorily or are now able to articulate their dissatisfaction and preference for alternatives.

Schools for the deaf are now at risk. Because of economic downturns in the states, at least 5 states are seriously and legislatively considering closing the state school for the deaf. Consistent with PL94-142, a continuum of appropriate placement options must be available to all deaf and hard of hearing children, including regional and center schools. A loophole is that there is nothing in PL94-142 that precludes the option of an out-of-state residential placement instead of maintaining a special school within the state. Moreover, we believe this to be a ploy to close schools and then utilize the Least Restrictive Environment principle as widely mis-interpreted, to keep a child as close to home as possible, to effectively foreclose this option to deaf children.

Witness the Maryland SB588/HB1325 Bill, "Children with Disabilities Out-of-State Placement", purpose of which is "establishing a policy for providing services in the State to children with disabilities and in the least restrictive environment; providing for the development of a plan to return children in out-of-state residential placement to placement within the State; establishing dates for compliance; providing duties for the Office for Children, youth and Families; providing certain specifics to be included in the plan;

instructing the Office for Children, Youth and Families to work with certain individuals and agencies; establishing certain circumstances when a child may be placed out of state; providing that a child serviced within the State may not be placed in certain institutions; providing an operative date of July 1, 1992; and generally relating to the placement of children with disabilities in out of state placement."

It is strongly and urgently RECOMMENDED that EDA require the maintenance of schools for the deaf within each state as viable and legal options for deaf children in these states. This is consistent with COED #9: "The Department of Education should monitor states to ensure that they maintain and nurture center schools as placement options as required by law." To do otherwise is penny wise and pound foolish, as habilitation failures become expensive, life-long rehabilitation and welfare cases.

There are situations where a district may have 100 deaf and hard of hearing children, but instead of grouping them together to form critical masses and enrich educational opportunities, they are scattered in different buildings all over town. Also, demographic studies currently show 51% of deaf children to be the only one or one of two-three other deaf children in a placement setting. Support services are inadequate and deaf adult role models are lacking. Furthermore there is no research to show that these placements are working nor is there program-outcome accountability. Many of these deaf children fall between the cracks and are not aware of transition services and post-secondary options, given that they qualify for such. It is strongly RECOMMENDED that these placements be carefully monitored to determine the appropriateness of support to the child and his/her family, that efforts begin to create critical masses of students and resources via regional or satellite programs, and that schools for the deaf assist in this process.

### E. Placement Decision Making and Monitoring

Several states, such as Texas and Illinois, give parents the right to contact the preferred placement option to investigate and initiate with them the IEP formalities. Parents' preferences are given a greater weight in making child placement decisions in the IEP meeting.

While this is endorsed, it is urgently RECOMMENDED that full and appropriate information and education be given to the parents, including involvement with deaf role models, in order that parents may make informed decisions in the best interests of the deaf children.

It is also RECOMMENDED that direct application rights and partnerships with parents be encouraged in each state, in lieu of long, expensive, exhausting and emotional litigation while a deaf child's life is put on hold.

It is furthermore RECOMMENDED that state educational agencies, state schools for the deaf and deaf professionals work in partnership fashion to ensure that programs being considered for placements are appropriate and meet standards for accessibility and quality assurance.

## 3. DEAF STUDENTS AND COMMUNICATIONS

### A. Fully Inclusive Communications

We support Full Inclusion for deaf students. By this, we mean that the deaf child has the right to understand, to be understood and to participate in the full dynamics of the situation, whether it be in a classroom, on a field trip, on the playground, or in a community program. The deaf child has the right to communicate with a variety of peers and adult professionals in the environment. The deaf child has the right to comfortable and clear communications which will facilitate human discourse and educational progress. The deaf child has a right to direct access via shared communications skills and (not or) to indirect access via human accommodations such as interpreters and technological devices, captioned media and text telephones.

### B. Interpreters

The most common special service for students in integrated settings are interpreters. However, there is a clear paucity of certified and qualified interpreters. As a result, many students are stranded up the mainstream with mediocre interpreters who mean well and who may not be aware of the great disservice to the deaf students. Because of inadequate interpreter skills, students often feel unsure and left behind in classroom discussions. Some interpreters become "parallel tutors" instead of communication facilitator. In cases where interpreters are the only ones who can communicate with the deaf student, an unnatural bond and interdependency develops.

It is strongly RECOMMENDED that training and certification of interpreters be made mandatory. Furthermore, it is strongly RECOMMENDED that interpreters be certified and qualified before being permitted to work in a classroom. This is expected of all professionals including teachers, speech therapists, administrators, and thus the standard should be no different for interpreters who function as a vital life-link for deaf students.

It is urgently RECOMMENDED that research on the effectiveness of educational learning via a third party interpreter be initiated, including variables related to clarity, length, fluency of communications/signs, stress, fatigue and participation/relationships, especially for preschool and elementary aged students and interpreters who work with them.

It is also strongly RECOMMENDED that available federal dollars for research in deafness and communications, such as NIDCD, be earmarked for research and development in technological advances that will promote voice to text and text to voice facilities for educational purposes. It is also RECOMMENDED that funds be available for literacy related research on multi-dimensional bilingualism.

### C. Bilingualism, Biculturalism

America is becoming a rich mosaic of cultural and ethnic diversities. Deaf people are a part of this mosaic. The majority of severely and profoundly deaf people use sign language. A number of hard of hearing people also use sign language, as do hearing people. It is as natural and effortless for deaf people to sign as it is for hearing people to hear and speak. Sign language has come of age, with an abundance of literature and research on it. It is urgently RECOMMENDED that applied research be continued in American Sign Language in terms of pedagogical practices, curricula and materials, and professional preparation programs.

It is strongly RECOMMENDED that deaf students and those who work with them develop bilingual proficiency in both English and American Sign Language.

It is also vital for deaf students to understand and accept themselves as persons who are deaf. Deaf and hard of hearing students have the right to incorporate deaf studies and culture into their lives, as well as the culture and heritage of their families.

Thus, it is RECOMMENDED that Deaf Studies be part of the curriculum and be available to all interested parties, as a part of bicultural or even multicultural studies. The involvement of deaf role models is an integral part of the bilingual, bicultural movement.

It is RECOMMENDED that Congress recognize American Sign Language as a language and those schools with bilingual, bicultural programs as models worth of further studies and development. Funds are needed for research, development, training and replication.

### D. Communications Proficiency

States have stringent certification requirements for teachers, speech therapists and other educational service providers. Many states require the successful passing of competency tests prior to full certification. However, there is no regulation or requirement that teachers of deaf students be proficient in communicating with them. Even the Certification in Education of the Deaf requirements do not include sign knowledge and competency. Thus, there are no communication competency tests or initiatives for teachers. Teachers may even be permitted to learn signs or special linguistic skills on the job, from the students they are teaching. This is a denial of the child's right to adult language role models. This supresses the child's ability to achieve grade-level educational competencies.

It is therefore strongly RECOMMENDED that the Department of Education fund and develop model communication proficiency standards and certification, in partnership with consumers and professionals.

### E. Sign Language Standards

A growing number of states are recognizing American Sign Language as a "foreign language" for academic credit in schools and colleges. This trend is commendable because it will foster communication bridges between deaf and hearing students and contribute to the pool of potential candidates for interpreter training. However, there is no requirement that teachers of sign language be qualified and certified in sign language instruction.

It is urgently RECOMMENDED that this trend be supported with federal funds to establish standards and curriculum for training and certification of sign language instructors, working in conjunction with the Sign Instructors Guidance Network of the National Association of the Deaf.

## 4. AFFIRMATIVE ACTION

### A. Cultural, Ethnic, Linguistic Role Models

Deaf students have the right to cultural, ethnic and linguistic role models. They have the right to meet and interact with a number of older students and adults who are also deaf and hard of hearing.

It is estimated that less than 10 percent of all teachers who teach deaf children are themselves deaf, and that the majority of them work in day and residential schools for the deaf, while the majority of deaf children are in public schools without role models. Less than one percent of this 10 percent are either Black or Hispanic. A handful are themselves deaf-blind or deaf with another handicap.

Therefore, it is urgently RECOMMENDED that educational scholarships be made available for deaf and culturally diverse college students interested in pursuing education-related careers.

### B. Deaf and Hard of Hearing Professionals

The first deaf person most parents meet is their own deaf infant. Many parents do not meet deaf role models until their child is several years old. Until then, parents get information from doctors, audiologists, speech therapists, and general educational practioners. Often inappropriate and pathological mindsets are created and affixed, in the absence of positive deaf role models. This may do irreparable harm to the family.

In Sweden, families of infants identified as deaf are immediately referred to the Sweden Association of the Deaf, which then puts them in touch with local deaf resource persons who teach deaf awareness and sign classes at a local deaf club where they also meet with other parents and form support groups.

It is urgently RECOMMENDED that the Department of Education and the appropriate state agencies enforce equal and affirmative action employment practices and make every effort to hire and promote deaf professionals in teacher preparation programs, preschool and outreach programs, and elementary schools, as well as all other grade levels, wherever deaf children may be served. Furthermore, information brochures and media products should include deaf professionals and state/community leaders as resources.

### C. Competency Tests: Valid or Discriminatory?

Competency tests constitute major hurdles at almost every step of the educational and employment process, from graduating from high school, getting into college and professional preparation programs, and getting certified.

There have been lawsuits by deaf professionals who have failed competency tests but are otherwise qualified. Analyses have shown that some parts of competency tests are neither valid nor non-discriminatory for deaf persons. Where the competency tests are required, qualified deaf candidates for professional preparation programs or qualified graduates of these programs have been screened out of gainful employment and vital role-modeling.

It is urgently RECOMMENDED that this area be investigated further in terms of relevancy to the job requirements and ability to teach deaf students. It is furthermore RECOMMENDED that degrees and advanced certificates be considered equivalent with and reciprocal with competency test successes.

### D. Governing and Advisory Boards

Congress is to be commended for stipulating that a majority of Board members at Gallaudet University and NTID be deaf and hard of hearing. As a result, significant changes have happened on these Boards.

The same encouragement is needed for other programs where there are significant numbers of deaf and hard of hearing students served, such as schools for the deaf, college programs for deaf students, and public school districts with large programs. It is RECOMMENDED that language be inserted to this effect, where over three years, 51% of such boards will consist of a majority of deaf and hard of hearing members representing the interests of the students being served. In those programs where deaf students constitute a small number of the total population, these boards should include one or more deaf representatives, depending on the proportion.

## 5. POSTSECONDARY EDUCATION AND LIFELONG LEARNING

College students should have available to them a wide range of educational opportunities. Colleges advertising themselves as programs for deaf students (vis a vis just being accessible as required by 504 and the Americans With Disabilities Act) should be monitored to ensure that they meet programmatic needs of students, within and without classrooms. Critical masses, professional staff trained in deafness, and role models are vital components of postsecondary programs for deaf students.

### A. Regional Postsecondary Education Programs for the Deaf (RPEPD)

In line with earlier arguments regarding critical masses and the need for magnet programs, it is RECOMMENDED that Congress continue with the practice of maintaining RPEPDs in geographically diverse regions for educationally diverse deaf students. The current programs represent different levels of educational preparation ranging from technical and vocational training, community colleges and university programs.

While they may serve as models for emulation in other states, the more critical need is for each one to represent quality and comprehensive postsecondary experiences for the students enrolled there. Research and service-related studies may be conducted within these programs to upgrade the quality of programs and services; these studies may then be used by other programs as a basis for replication.

B. LifeLong Learning

Adults constitute an increasing percentage of students in postsecondary programs, as well as in continuing and professional studies, and should be considered a vital constituency group by Congress and the respective institutions of higher education. Graduate and continuing studies are vital for both deaf and non-deaf personnel involved in the field especially with the rapid changes occurring in today's world and in deafness-related disciplines.

It is RECOMMENDED that adult education and adult-friendly programming should be one of the priorities for federally funded postsecondary programs.

C. Transition and Supportive Training Programs

Inasmuch as a large percentage of deaf and hard of hearing students leave school, age out of school, or are certified out of school, it is RECOMMENDED that there be programs and interagency networking to prepare them for transition from school to work, before they leave high school.

It is urgently RECOMMENDED that there be, in each of the 10 Federal Regions, a federally funded comprehensive service center (COED #20) for low functioning deaf students who have potential, with further training, to become independent and self-determining adults. Interagency partnerships should be established between deaf leaders, schools, postsecondary programs, rehabilitation programs and community service centers to develop effective programs at the local or state level.

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Congress is to be commended on its vision in the initial passage of the Education of the Deaf Act in 1987 which included the creation of a two-year Commission on Education of the Deaf (COED). It is now time to implement COED Recommendations #2-15 pertaining to quality assurances in educational placements and programming for deaf children. Changes are needed NOW; we cannot afford to lose another generation of deaf children.

Gabriella Marcella, an Argentinean writer, penned, "Many things in life can wait. But the child cannot. Now is the time when his bones are being formed, his blood is being made, his mind is being shaped. His name is not Tomorrow. It is Today."

Submitted by the National Association of the Deaf

Chairman OWENS. Thank you.

Mr. Cohen.

Mr. COHEN. Thank you, Mr. Chairman.

Let me first make a comment, if I can, about something you stated earlier, just for the record. I don't consider my daughter and children like her to be suffering from a malfunction. They're deaf, and we like to make that distinction. It's important to us as parents, and we know it's important to our children and to the deaf adults in general.

It's a pleasure to appear here before you this morning to express the views of the American Society for Deaf Children on the reauthorization of the Education of the Deaf Act. I'm currently serving as the president of the American Society for Deaf Children.

The American Society for Deaf Children is a national, nonprofit organization that provides information and support to parents of deaf children across the country, both on a one-on-one basis and through a variety of affiliates we have in this country and a number of affiliates we have outside of this country.

I'm proud also to say that a great majority of our members use sign language in their daily, natural communication with their children.

The education of deaf children is a subject that is very close to my heart. As I just indicated, I myself am the parent of an 8-year-old daughter who is deaf. My daughter, Marissa, attends the Pennsylvania School for the Deaf. PSD is a State-supported special school for the deaf located within Philadelphia.

PSD, like many other schools, is short of funds and has had to recently cut a number of their programs. Many of the schools around the country are facing the same issues as Dr. Rosen just mentioned. The Maryland school, for one, is facing quite a number of issues. This is of great concern to families with deaf children because the result would be the loss of educational options for their children.

Parents already confront many obstacles when making decisions regarding their child's education, and my own family is an example of what families face. Each spring since Marissa began attending PSD six years ago when she was about the age of two, my wife and I have had to request from the local education agency permission for Marissa to attend PSD.

While negotiating educational placement for our daughter, we are definitely at the mercy of the LEA. Choice in educational placement is clearly not a parent decision in Pennsylvania, nor is it a parent decision in many other States. In our case, we understand and exercise our rights as parents of a handicapped child, but most parents do not understand, or many parents do not understand this very complicated process.

The U.S. Department of Education, Office of Civil Rights, and the Office of Special Education Programs unfortunately have contributed significantly to this dilemma. The OCR has made decisions through their narrow view of what constitutes the least restrictive environment without allowing for the unique communication needs of deaf children. These two offices do not take into account the isolation and educational deprivation which deaf children have experienced due to the lack of appropriate education during the most crucial language learning years.

LEAs, which have been given jurisdiction over deaf children in many States, are intimidated by the U.S. Department of Education/State education agencies' rigid interpretation of Federal laws governing handicapped children. They feel compelled to document interventions attempted, which could equate to years of failure to thrive educationally in the regular classroom prior to allowing a deaf child to attend a special school.

This strict interpretation of the least restrictive environment for deaf children by the U.S. Department of Education, State education agencies, and LEAs must be stopped, if deaf children are to benefit from the onset of their educational experience.

In accordance with the America 2000 proposal, the American Society for Deaf Children believes parents must be given the authority to decide the school that their child will attend. We also believe that a continuum of options must be maintained and that the LEA most often does not understand the unique educational and communication needs of deaf children as well as their parents do.

In addition, the American Society for Deaf Children strongly supports the Commission on Education of the Deaf recommendation number eight, which states, "The U.S. Department of Education should publish in the Federal Register a policy interpretation that removal from the regular classroom does not require compelling evidence."

In addition, we specifically urge adoption of COED recommendation number 11, which states that "The Department of Education should issue a policy statement requiring that school personnel inform parents of all options in the continuum of alternative placement during each IEP program conference."

Further, the American Society for Deaf Children requests that the U.S. Department of Education, Office of Special Education, and the Office of Civil Rights should investigate and review their rigid interpretation of Federal laws governing handicapped children to the extent that their interpretation or lack of clarification is harmful to deaf children.

In addition to the plight of special schools for the deaf and parental choice in educational placement, other primary areas of concern to our membership include the lack of qualified support personnel and educational interpreters for deaf children who are mainstreamed into the regular classroom, the poor qualify of existing educational programs, as exemplified by the low standards of performance, and the simple basic need for our children to be taught in a mode of communication that they can understand and learn, and the high attrition rates of deaf students in programs of higher education.

The American Society for Deaf Children would like to see further action taken to implement Section III where "Kendall Demonstration Elementary School shall provide technical assistance and outreach throughout the Nation to train parents of deaf infants and children in specialized learning skills."

The American Society for Deaf Children recognizes this need as well as the fact that there is a nominal amount of such assistance being provided to families. In part, the American Society for Deaf

Children has attempted to address this issue by collaborating with our colleagues at both NTID and Gallaudet in the development of the parent outreach efforts.

ASDC wishes to go on record indicating that it is essential that parental training and support, as well as networking with other parents of deaf children, be expanded nationwide and further addressed in the Education of the Deaf Act.

The Council of Organization Representatives, of which ASDC is a member, as well as the National Association of the Deaf, has submitted, or I believe is submitting into the record, the proposed Educational Rights for Children Who Are Deaf or Hard-of-Hearing, that bill of rights for deaf children.

The American Society for Deaf Children believes that the enhancement of deaf children's educational progression is of utmost importance to ensure that deaf and hard-of-hearing children throughout the United States, whether in rural or metropolitan areas, are guaranteed this opportunity. The American Society for Deaf Children would like to go on record as endorsing this bill of rights for deaf children and supporting its inclusion in the reauthorization of the Education of the Deaf Act.

ASDC also encourages, in the strongest terms possible, the implementation of the previously mentioned Commission on Education of the Deaf recommendations as well as all remaining COED recommendations, with specific emphasis on numbers 2 through 15 and numbers 33 and 34. We're not asking for much. In fact, we believe we're asking for very little. What we're asking for is simply to have our deaf children's unique needs understood.

Thank you.

[The prepared statement of Jeffrey M. Cohen follows:]

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# Testimony of Jeffrey M. Cohen
President of
The American Society for Deaf Children
on
Reauthorization of the
Education of the Deaf Act

February 25, 1992

## *Testimony*
## *Reauthorization of the Education of the Deaf Act*

Mr. Chairman, members of the Subcommittee on Select Education, it is a pleasure to appear before you this morning to express the views of the American Society for Deaf Children on the Reauthorization of the Education of the Deaf Act.

I am currently serving as the President of the American Society for Deaf Children (ASDC). ASDC is a national non-profit organization that provides information and support to parents of deaf children across the country both on a one to one basis and through our approximately 150 affiliates. I am proud to say that the vast majority of our members use sign language in their natural daily communication with their children.

The education of deaf children is a subject that is very close to my heart because I am the parent of an eight year old daughter who is deaf. My daughter, Marissa, attends the Pennsylvania School for the Deaf, (PSD) a state supported, special school for the deaf located in Philadelphia.

PSD like many other state schools is definitely short of funds and has had to cut some of its programs. Many other special schools for deaf children through out the country are in the same situation and some special schools are being threatened with closure.

This is of great concern to families with deaf children because the result would be the loss of educational options for their children. Parents already confront many obstacles when making decisions regarding their child's education and my own family is an example of what families face. Each spring since Marissa began attending PSD six years ago, my wife and I have had to request, from the Local Education Agency (LEA), permission for Marissa to attend PSD. While negotiating educational placement for our daughter, we are definitely at the mercy of the LEA. Choice in educational placement is clearly not a parent decision in Pennsylvania as well as many other states. In our case, we understand and exercise our rights as parents of a handicapped child, but most parents do not understand this complicated process.

The U.S. Department of Education, Office of Civil Rights (OCR) and the Office of Special Education Programs (OSEP) unfortunately have contributed significantly to this dilemma. The OCR has made decisions through their narrow view of what constitutes the Least Restrictive Environment without allowing for the unique communication needs of deaf children. These two offices do not take into account the isolation and educational deprivation which deaf children have experienced due to the lack of appropriate education during the most crucial language learning years.

LEAs, which have been given jurisdiction over deaf children in many states, are intimidated by the U.S. Department of Education/State Education Agencies rigid interpretation of federal laws governing handicapped children. They feel compelled to document "Interventions Attempted" which could equate to years of failure to thrive educationally in the regular classroom prior to allowing a deaf child to attend a special school. This strict interpretation of the Least Restrictive Environment for deaf children by the U.S. Department of Education, State Education Agencies and LEAs must be stopped if deaf children are to benefit from the onset of their educational experience.

In accordance with the America 2000 proposal, the ASDC believes parents must be given the authority to decide the school that their child will attend. We also believe that a continuum of options must be maintained and that the LEA, most often, does not understand the unique educational and communication needs of deaf children as well as their parents do.

In addition, The ASDC strongly supports the Commission on the Education of the Deaf (COED) recommendation #8 "*The U. S. Department of Education should publish in the Federal Register a policy interpretation that removal from the regular classroom does not require compelling evidence.*" In addition, we specifically urge adoption of the COED recommendation # 11 which states that "*The Department of Education should issue a policy statement requiring that school personnel inform parents of all options in the continuum of alternative placement during each IEP program conference.*"

Further the ASDC requests that the U.S.Department of Education - Office of Special Education and the Office of Civil Rights should investigate and review their rigid interpretation of federal laws governing handicapped children to the extent that their interpretation or lack of clarification is harmful to deaf children.

In addition to the plight of special schools for the deaf and parental choice in educational placement, other primary areas of concern to our membership include the lack of qualified support personnel and educational interpreters for deaf children who are mainstreamed into the regular classroom, the poor quality of existing educational programs as exemplified by the low standards of performance, the simple basic need for our children to be taught in a mode of communication that they can understand and learn through and the high attrition rates of deaf students in programs of higher education.

The ASDC would like to see further action taken to implement section III.(a) paragraph (2) (b), "whereby the Kendall Demonstration Elementary

School shall provide technical assistance and outreach through the nation to train parents of deaf infants and children in specialized learning skills." The ASDC recognizes this need as well as the fact that there is a nominal amount of such assistance being provided to families. In part, the ASDC has attempted to address this issue by collaborating with our colleagues at the National Technical Institute for the Deaf and Gallaudet University in the development of their parent outreach efforts. The ASDC wishes to go on record indicating that it is essential that parental training and support as well as networking with other parents of deaf children be expanded nationwide and be addressed further in the Education of the Deaf Act.

The Council of Organization Representatives (COR) of which ASDC is a member, has submitted into the record the proposed Educational Rights for Children Who Are Deaf or Hard of Hearing. The ASDC believes that the enhancement of deaf children's educational progression is of utmost importance. To ensure that deaf and hard of hearing children throughout the United States, whether in rural or metropolitan areas, are guaranteed this opportunity, the ASDC would like to go on record as endorsing the Educational Rights for Children Who are Deaf or Hard of Hearing and supporting its inclusion in the Reauthorization of the Education of the Deaf Act.

The ASDC also encourages, in the strongest terms possible, the implementation of the previously mentioned Commission on the Education of the Deaf (COED) recommendations as well as recommendations #2-#15.

We are not asking for much, in fact we are asking for very little. We are asking for our deaf children's unique needs to be understood.

Chairman **Owens**. Thank you.

Mrs. Virginia Stern.

Mrs. **Stern**. Mr. Chairman, I appreciate the opportunity to appear before you today.

I am Virginia Stern, chairperson of the Parents Section of the Alexander Graham Bell Association for the Deaf, a national organization of parents, professionals, and oral hearing-impaired adults with members in 50 States. I am also the director of the Project on Science, Technology and Disability of the American Association for the Advancement of Science. But perhaps most importantly, I am a mother of four grown children, two of whom are disabled, including a son who has been profoundly deaf since infancy.

My colleagues on the panel have identified issues that they feel are important. While I share all their concerns, we do not all agree on strategy So in my brief remarks today I will emphasize the steps that you, as legislators, can take, and I request that my entire written statement be included in the hearing record.

Chairman **Owens**. All of the written statements are to be included in their entirety in the record.

Mrs. **Stern**. Thank you, sir.

Let me say, at the outset, that we already have a number of laws that open opportunities to all citizens with disabilities, including those with hearing impairments. We have the Americans with Disabilities Act. We have IDEA, the 504 regulations, the Tech Act, and soon we will have implementation of the television captioning law. Problems remain because many hearing-impaired individuals and their families do not know about the laws and how to take full advantage of them.

When my husband and I first discovered, 27 years ago, that our child was deaf, we went to the libraries and we read the newspapers, and the information we received was very limited. If we had followed it, it would have greatly limited the opportunities of our child. So these are the recommendations I would make to you today.

First, in order to begin intervention with hearing-impaired children as early as possible, we must mandate that screening and subsequent diagnostic testing be done on all infants and children who are at high risk. Appropriate Federal guidelines from the Department of Education, in collaboration with the Department of Health and Human Services, should be issued to help States implement improved screening and follow-up procedures for newborn infants and to keep high-risk registries.

It was mentioned earlier about the possible lack of coordination between agencies, and we, the parents of the Alexander Graham Bell Association, feel that very strongly—the gaps between coordination of Education and HHS. The research that is very important to us, that is being done currently at NIDCD is not necessarily being reflected in discussion of the Education of the Deaf Act or in the policies of the Department of Education.

For there is no deaf child today who cannot benefit from amplification and other assistive technology. Diagnostic skills and hearing aids appropriate to the youngest infant are currently available, and we cannot get that technology to the young children at the crucial time unless we have the screening and the high-risk registries.

In every child's education, parent involvement is one of the keys to success. For a child with a disability, family involvement is crucial. The extended family circle, not only the parents, but the siblings, the grandparents, the neighbors, are sometimes more significant than the school. The school district, as has been mentioned by the gentleman on my left, is not always the clarifying mechanism, but one that frequently lends confusion and emotional upset to parents when they are at a very vulnerable stage.

If we, as a family, had not had the opportunity to meet some remarkable individuals who were deaf, who lipread and spoke, and who had advanced degrees, our expectations for our own child would have been quite different.

Third, once a child is diagnosed, parents should be given unbiased information about all available local, State, and national organizations able to advise families and offer technology and educational services. Families need specific information, including lists of names, addresses, and phone numbers of resources.

Dr. Castle mentioned how hard it is to keep up with technology today. You can imagine what it's like for a family who has just found out their child is deaf to be really informed about technology. And we have a law. Under the Technology-Related Assistance for Individuals With Disabilities Act, Public Law 100-407, States could serve as models for providing families with information on assistive auditory technology, where to get it, and how to finance it.

Parents should be encouraged to learn about amplification, auditory learning, and modes of communication so they can make informed choices on therapeutic and educational intervention. This is important because there is considerable diversity within the hearing-impaired population. The needs of hard-of-hearing and deaf children are quite different, and it is a mistake to assume that intervention would be the same for every child.

Most of the families whom I represent have profoundly deaf children, but they feel it oversimplifies it to state that all deaf children need the same services.

Fourth, keeping this in mind, the Department of Education should support research to acquire more comprehensive demographic data on deaf and hard-of-hearing children in order to provide better planning of programs and services. Children in formal programs for the deaf are counted in demographic studies, but many hearing-impaired children in mainstream environments are not, particularly when they are individual children in the school.

Children who lipread, speak, use residual hearing and/or have a cochlear implant, may not be as visible, demographically, as other deaf children, yet their need for quality support services continues.

The most recent report of the Department of Education to Congress states that 70 percent of deaf and hard-of-hearing students are now mainstreamed. That's the 1991 report. But when you read the research about how to educate students who are deaf and how they are achieving and their test scores, it very rarely reflects the mainstream students. The reason for that is it is much easier to go into a school for the deaf and do the research when you have all the children in one class. Therefore, decisions are made on research which doesn't really reflect what is going on completely.

Finally, hearing-impaired individuals need technology every day at the work site and in their home life. You are right, Mr. Owens, to mention technology for education. There are tremendous numbers of technological interventions in education that exist today and a great many more that are just on the horizon, and we are underutilizing this technology. Of course, it costs money to get the technology in the school, but what is going on in the research community in technology is not reaching deaf education at the level that it should.

Hearing-impaired individuals need technology at home specific to deafness, such as TDDs, captioned TV, full access to telecommunication, but they particularly need technology so they can fully mainstream into the work life of this Nation. To make all children who are deaf technologically literate should be an important goal.

The ultimate goal is to assure that hearing-impaired children have full opportunity at every type and level of education and thus a broad choice of careers. The law provides that young people, college-age students who are hearing-impaired, can go to any college in the country that provides them an academic program, if they are academically qualified to enter that school. From there they can negotiate for support services.

I mean, if you want to be an engineer, you choose a school that teaches engineering. Well, you don't choose a school just because of its support services for hearing impairment; you choose a school that teaches engineering well, and you work with that school to give you the necessary support services, as is mandated under 504.

The students throughout this country who are mainstreamed in postsecondary education are very underreported, and their success and the strategies they use for achieving an education are quite underreported in the whole literature of deaf education in this country. These students, as adults, should be able to enter competitive employment and contribute fully as mainstream members of society.

With a truly broad education, some hearing-impaired youths will grow up to provide leadership, not just in the deaf community, not just in the community of people with disabilities, although that's an excellent goal, but to provide leadership in scientific research, in business, in community affairs, State government, and perhaps in this body of legislators.

This concludes my summary statement. If you have any questions, I will try to answer them.

[The prepared statement of Virginia W. Stern follows:]

TESTIMONY BY

VIRGINIA W. STERN

CHAIRPERSON, PARENTS SECTION
ALEXANDER GRAHAM BELL ASSOCIATION FOR THE DEAF

SUBMITTED TO

SUBCOMMITTEE ON SELECT EDUCATION
COMMITTEE ON EDUCATION AND LABOR

U.S. HOUSE OF REPRESENTATIVES

25 FEBRUARY 1992

I am Virginia Stern, Chairperson of the Parents Section of the Alexander Graham Bell Association for the Deaf, a national organization representing parents, professionals, and oral hearing-impaired adults in all 50 states. I am the mother of four grown children, two of whom have disabilities, including a son who is profoundly deaf since infancy.

I have been invited to speak to you about a constellation of issues which concern all families of deaf children and youth: How to identify a child's hearing loss at the earliest possible time; how to provide complete information on therapeutic, educational, and technological interventions to that child's family; and how to ensure that the family has a full range of options in making decisions about the educational placement of their child. The ultimate goal is to assure that hearing-impaired children have full opportunity at every type and level of education and thus a broad choice of careers. As adults they should be able to enter competitive employment and contribute as fully mainstreamed members of society. With a truly broad education, some hearing-impaired youth will grow up to provide leadership in scientific research, business, community affairs, state government and perhaps this body of legislators.

We have an impressive law, the Americans with Disabilities Act, that prohibits discrimination in employment based on disability.

It is a new era for people with disabilities in this country. But if our deaf children do not have the education to enter a workforce with technological skills, they will not benefit from the Act.

## Parent Involvement in Education

When most parents first discover that their child is deaf, they know nothing about hearing loss. It was no different for my husband and me 27 years ago. We went to the public library and followed newspaper reports of an earlier committee on education of the deaf (the 1965 Babbidge Report). Our reading informed us that our baby, with a profound hearing loss, could not expect to benefit from technology, would not be likely to graduate from secondary school with more than a fourth-grade reading level, and could not go to school with hearing people. The references also predicted that he would be unemployed or at best, underemployed. We would have accepted this prophecy had we not met a profoundly deaf adult with a PhD in science and a long career at a preeminent company in the private sector. I surmised that his mother had known something I did not know -- and I set about to find out how he had been educated. He was the first of many outstanding role models who convinced us that people who are deaf could reach their intellectual potential and far surpass the presumptions of most counselors and educators.

Twenty-seven years later our profoundly deaf child, who learned to lipread and speak and also knows sign language, has benefitted from some of the best education this country has to offer. He holds a bachelor's degree from Stanford University, a master's degree from Brown University, and was able to choose among job offers from major U.S. corporations and research universities. He uses technology every day at the work site and in his home life. As a computer scientist, as a consumer, and as a citizen, he has many options in life. He would not have these choices today if, as parents, we had not been significantly involved with his development at home, in the school, and in the community.

As a parent I was frustrated, not only by the lack of information available to me, but also with the stereotyping and self-fulfilling prophecies that were placed on children with hearing impairments, and with the attitude prevalent at the time that parents were "just parents" and that to hold high prospects for a prelingually deaf child was not realistic. Some professionals even told me that my "activist" approach to my son's education stemmed from my failure to accept his deafness.

My personal experience motivated me to become a professional in the field of deaf education, specifically to encourage other families to keep their expectations high for their children and not to accept being held back by the "system." I was encouraged to do this by someone who was very much in the system and saw that at that time, two decades ago, I would never be accepted as an expert if I were "just a parent"; on his advice I pursued my degree in deaf education at Gallaudet.

I now work as Director of the Project on Science, Technology and Disability of the American Association for the Advancement of Science,[1] here in Washington. The Project advises students of all ages, families, teachers, counselors, college administrators, and employers on the high intellectual performance that is possible for all persons with disabilities, if they are encouraged early and provided with appropriate education, support services and technology. We emphasize that in every child's education, parent involvement is one of the keys to success. For a child with a disability, family involvement is crucial. All members of the household, including grandparents, siblings, caregivers, and the extended family circle such as neighbors and churches are involved in the development of a child with a disability. This extended family circle is sometimes more significant than the school. [The school district is not always a clarifying mechanism but one that frequently lends confusion and emotional upset when one already has high anxiety and ignorance.]

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[1] Founded in 1848, the American Association for the Advancement of Science is the world's leading general scientific organization with some 300 affiliated science and engineering societies and 140,000 individual members. Well known for its journal Science, AAAS carries out a broad range of programs in science education, international cooperation, science and public policy, and opportunities in science.

As a parent and a professional I served last spring with Dr. Richard Stoker, an outstanding research director who is deaf and lipreads and speaks, as co-chair of the Working Group on Research and Research Training Needs of Oral-Auditory Deaf Persons, convened by Dr. James Snow, Director of the National Institute on Deafness and Other Communication Disorders (NIDCD), established by Congress on the recommendation of the Commission on Education of the Deaf. The Oral-Auditory Working Group recommended that NIDCD support descriptive and detailed longitudinal studies tracking the development of language and of speech acquisition and production by hearing-impaired individuals over their lifespan, including data from their families and environments. Who is with children the longest? In most cases it is their families. Who involves children and youth in their communities and encourages them to take advantage of the reinforcing educational resources offered by community-based groups? In most cases, it is their families. I have been privileged to know many, many caring teachers and therapists, but who cares the most? It is the families.

The Commission whose report you are examining today in connection with the reauthorization of the Education of the Deaf

Act had a number of other thoughtful recommendations about improvements that could be made. The parent members of the Alexander Graham Bell Association for the Deaf, whom I represent, have reviewed the recommendations of the Commission and have these comments and additions.

**Early Identification and Intervention**

There is no deaf child today who cannot benefit from amplification and other assistive technology. Diagnostic skills and hearing aids appropriate to the youngest infant are currently available. Yet thousands of infants and children still go undiagnosed for months and years, resulting in a critical loss of educational time.

In order to begin intervention with hearing-impaired children as early as possible, we must mandate that screening and subsequent diagnostic testing be done on all infants and children who are high risk. Appropriate federal guidelines from the Department of Education in collaboration with the Department of Health and Human Services should be issued to help states implement improved screening and follow-up procedures for newborn infants. High-risk registries must be kept by hospitals and community health clinics, and personnel must be trained to test babies and children for hearing loss.

Once a child is diagnosed, parents should be given unbiased information about all available local, state and national organizations able to advise families and offer technology and educational services. Families need specific information, including lists of names, addresses, and phone numbers of resources. Under the Technology-Related Assistance for Individuals with Disabilities Act (P.L. 100-407), states could serve as models for providing families with information on assistive auditory technology, where to get it and how to finance it. Parents should be encouraged to learn about amplification, auditory learning, and modes of communication so they can make informed choices on therapeutic and educational intervention. This is important because there is considerable diversity within the hearing-impaired population; the needs of hard-of-hearing and deaf children are quite different, and it is a mistake to assume that intervention would be the same for every child. It oversimplifies to state that all "deaf" children need the same services.

This statement gets us into the debate about preferred communication modes within the deaf education community that currently manifests different systems that are offered to parents by public schools. The Department of Education should mandate that school districts advise families of all the options, and if, for example, a particular school district does not offer hearing-impaired children an educational choice stressing development of oral skills, listening skills, and English language, the families should be advised of appropriate placements available in neighboring school districts.

Parent preference should be the primary factor in determining appropriate school placement. The focus must be on the needs of the child, not the severity of the hearing loss or age of onset. Placement decisions should never be categorical.

### Gaps in Research and Implementation

There are certainly areas of special concern in research relating to persons who are deaf and their educations. However, care must be taken not to let this research become so compartmentalized that we separate it from all other education research, which currently says to teachers and parents that it is imperative to have high expectations for achievement for all children, rather than labeling and using the label for not educating a child properly. Keeping this in mind, the Department of Education should support research to acquire more comprehensive demographic data on deaf and hard-of-hearing children in order to provide better planning of programs and services. Children in formal programs for the deaf are counted in demographic studies but hearing-impaired children in mainstream environments are not. Children who lipread, speak,

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use residual hearing, and/or have a cochlear implant may not be as visible demographically as other deaf children, yet their need for quality support services continues.

In addition, the Department of Education should identify and support ways to help mainstream teachers understand and work effectively with hard-of-hearing and deaf students, particularly when these students may be alone or one of a very few in a single school. This research might include identification of the factors to success in adulthood and build this knowledge into educational programs and services.

For example, we know that reading and writing English and acquisition of math skills are keys to adult success today. Why do some deaf children have access to these skills and others do not? It is imperative that the Department of Education fund continuing research in these areas, which are vital to educational and occupational success. The research should include subjects who are fully mainstreamed, as well as children who are more easily identifiable because they are in programs for the deaf. This is important because 70% of deaf and hard-of-hearing students are now mainstreamed.[2] Yet the demographic studies that report test scores rarely reflect this constituency.

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[2] 1991 13th Annual Report to Congress on the Implementation of the Individuals with Disabilities Education Act. Office of Special Education Programs. Department of Education (1988-1990)

## Conclusion

The recommendations I am making to you today relate to steps you as legislators can take to improve the research of service delivery systems for hearing-impaired citizens. There are other problems in deaf education that are more difficult to address and have to do with perceptions and achievement expectations in the deaf education establishment itself and affect the advice families get regarding options and choice.[3]

The Commission authorized by the act being reviewed today provided a valuable function for the groups of people who are interested in and touched by deafness because it was not only able to look at the whole system and make recommendations to improve education but it also provided an arena in which citizens who are deaf and hard of hearing and all sectors connected to hearing impairment could come to air issues of controversy. Like other disability groups, not all parts of this group agree with one another. It is an evolving, complicated, and sometimes volatile process. Some of the recommendations made by the Commission can be and have been addressed through the legislative process. Others will have to be addressed directly by persons who are deaf, their families and teachers, those who offer therapeutic intervention, and those who develop and market technology. As different issues are resolved by these groups, they may later be addressed by the legislative process. For your help in showing which issues are most critical, we as parents are profoundly grateful to you as legislators and are most willing to work with you in preparing the legislative portions of your task or in organizing hearings to highlight specific issues.

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[3] As an example, some advisors in the deaf education and vocational rehabilitation system do not inform families that post-secondary hearing-impaired students can receive support services under the #504 Regulations just like students with other disabilities, thus limiting occupational/career opportunities for these young people. It is crucial that students, parents, and advisors know that they do have a choice in selecting a post-secondary institution. They can choose a school that houses a program for hearing-impaired students or select a school in the same way as hearing students--based on interest, academic offerings, location, family finances, and the institution's ability to provide necessary support services at the student's request.

Chairman **Owens**. Thank you.

Ms. Beck.

Ms. **Beck**. Chairman Owens, I am cuing to you for a few moments to demonstrate cued speech. I am Pamela Beck, president of the National Cued Speech Association. Accompanying me is Daniel Koo, a student who has benefitted from cued speech. Other students and adults who are deaf and rely on cued speech are here this morning also. I would like to request that they raise their hands at this time.

[Show of hands.]

Ms. **Beck**. Thank you.

You have my written testimony. My remarks this morning focus on the basic educational problem of children who are deaf. Before I start, I want to mention that there are two cued speech transliterators working, one at your side and one in the middle of the room.

Cued speech accurately transposes every sound of spoken English into a visual form, making everything that can be said easily accessible to a deaf person. I will discuss the implications of this in a minute. Your committee has an extraordinary opportunity. You can expand the Education of the Deaf Act to become the vehicle for a comprehensive national strategy, consistent with the Individuals With Disabilities Education Act, to achieve the National Education Goals endorsed by the 50 Governors for all children in the United States.

A comprehensive national strategy begins with a recognition of the basic educational problem confronting the child who is deaf. He is unable to hear clearly the language that his brothers and sisters are absorbing from the best language learning environment, family life.

Nothing is wrong with the minds of children who are deaf, but the unfortunate and unacceptable result has been that the average graduate of a program for the deaf reads at the third grade level and therefore is functionally illiterate. The educational system has not provided these students with the tools they need to succeed. They do not have the appropriate language base to become independent readers.

Presently, the Act applies only to one mode of communication, sign language, two institutions, Gallaudet University and the National Technical Institute for the Deaf, and two subsidiary programs. While we support sign language and these two fine institutions, the Act must be extended to cover all effective modes of communication and all students who are deaf.

No one system of communication is preferred by nor inherent to all people who are deaf, nor is any one system a substitute for the other. Seventy percent of the students who are deaf or hard-of-hearing are enrolled in regular education settings. How do you teach language to a child who does not hear?

More than 90 percent of the children who are deaf have hearing parents who never expected to need any deaf communication skills. Our native language is that of our parents, and communication in the family normally teaches language to those of us who hear clearly. Usually, we understand and then speak this language. Later we learn to read it.

Whether we also learn to read a second language depends on many factors. If we are deaf or hard-of-hearing and do not hear all that our parents say, we most likely will understand and speak in equivalent fragments. Fragments are not enough to create an adequate language base.

If our parents use American Sign Language, then we can see it clearly, and we will use sign language; but, it is a language with a structure all its own, as different from English in many ways as Chinese or Toltec. Whether we succeed at learning the second language, English, will depend, again, on many factors.

An effective way to learn language is through cued speech. If parents cue as they speak, the children who are deaf will see each spoken sound that they cannot hear. They will learn Spanish, or English, or whatever spoken language their parents speak, and they will have the appropriate language base to learn to read that language and achieve at the same level as if they had heard those sounds that they saw.

Stasie Jones is a prelingually deaf, Wellesley College freshman, who, through cued speech, is fluent in French and English, knows German, and majors in Russian. Her ambition: to become a teacher of the deaf, go to Russia, and teach deaf children other languages.

Building a solid base for literacy is the original and primary goal of cued speech. Developed at Gallaudet in 1966, cued speech is adapted to more than 50 languages and is used in many countries around the world. Dr. R. Orin Cornett, the inventor of cued speech and research professor emeritus at Gallaudet University, will receive a distinguished service award from the National Council on Communicative Disorders in May.

We have seen a generation of deaf children learn English at home and school through cued speech. Research results show that, among other things, children who are deaf and have used cued speech for at least three years, can get all the information spoken to them with cues. Cued speech improves lip reading ability as exposure continues.

Children who are profoundly deaf and use cued speech scored the same level for reading achievement as normally hearing children. Children receiving cued speech surpassed the majority of signing and oral children in language comprehension and expression. Children who have been using cued speech for a minimum of two years speak correct sentences with essentially the same frequency as hearing children and on the average score better for understanding English than 90 percent of children who are deaf or hard-of-hearing.

The Montgomery County, Maryland, public schools—and their high schoolers are represented here today—after 13 years with a three-track program of oral total communication and cued speech, informally evaluated the reading achievement of its high school students. The reading levels of its oral students ranged from excellent to poor; the total communication students ranged from excellent to poor; and the cued speech students ranged from excellent to good.

The Montgomery County program now incorporates cued speech into both its oral and total communication preschool curriculums.

Thus, NCSA, with COR, fully endorses writing the National Education Goals into the Education of the Deaf Act. NCSA suggests that the EDA include two more goals and additional objectives specific to students who are deaf or hard-of-hearing. The goals are delineated in the appendix of this testimony.

These goals are the keystone to raising expectations and making education of the deaf countable. Some leaders in the education of the deaf say that these goals cannot be achieved, that you cannot expect children who are deaf to learn English. We are here to say that they can meet the goals and learn English, and French, and Hebrew, and 50 other languages. We know how to do it.

Meeting these goals requires recognizing and supporting most effective educational practices. Cued speech is one of those underreported items that Virginia Stern referred to. Cued speech is an effective educational practice. We are not here to discourage the use of sign language or the oral method as a means of educating children who are deaf, but we are here to encourage choice in the methodologies through the EDA.

We strongly support the Individuals With Disabilities Education Act, education in the least restrictive environment, and the regular education initiative within a broad continuum of services and program options. At NTID we urge full access to English through cued speech transliteration services for students who are enrolled in classes at Rochester Institute of Technology.

Including deaf students into regular education classrooms, with the services of a cued speech transliterator, allows a student a view of the world minimally affected by hearing loss. To achieve a quantum leap in the achievement of students who are deaf or hard-of-hearing, the preeminent need is to, one, set worthy goals which raise expectations of what must and can be achieved by students who are deaf; and, two, support the most effective educational practices.

The National Cued Speech Association urges that the 16 titles and specific language listed in the appendix of this testimony guide the future of the Education of the Deaf Act.

Daniel Koo will speak about his personal use of cued speech.

[The prepared statement of Pamela H. Beck follows:]

# TESTIMONY

Before the

HOUSE SUBCOMMITTEE ON SELECT EDUCATION

with respect to the reauthorization of the
Education of the Deaf Act

presented by

Pamela H. Beck, President

NATIONAL CUED SPEECH ASSOCIATION

(NCSA)

February 25, 1992

Raybum House Office Building

Room 2257

Chairman Owens and members of the Select Education Subcommittee, I am Pamela Beck, President of the National Cued Speech Association (NCSA). In the audience today are several members of the NCSA Board of Directors, including Marshall Dietz, co-chair of the Council of Representatives (COR) and Charles McIntosh, chair of our Government Relations Committee. Also present are other members of NCSA—persons who are deaf or hard of hearing, parents, family members, and professionals.

The National Cued Speech Association urges that your distinguished legislative committee support all of COR's positions presented earlier by COR co-chair Donna Dickman.

Your committee has an extraordinary opportunity. The National Cued Speech Association urges you to use the reauthorization of the Education of the Deaf Act (EDA) as a vehicle to achieve a quantum leap in educational results for students who are deaf or hard of hearing. While some students who are deaf achieve educational excellence, they remain the exception rather than the rule. A basic finding of the Commission on Education of the Deaf (sponsored by Title III of the Education of the Deaf Act of 1986) is that the average high school graduate who is deaf reads at about a third grade reading level while a hearing peer reads at a tenth grade level. The Commission concluded the cost of maintaining the existing condition is unacceptable and must be addressed.

We encourage you to expand the Education of the Deaf Act to address the education of all people who are deaf or hard of hearing. Now, the Act applies only to one mode of communication (sign language), two institutions and two subsidiary special programs, each specifically developed for persons who are deaf. We urge continued support for sign language and these two fine institutions, Gallaudet University and the National Technical Institute for the Deaf (NTID). Yet, you must expand the EDA to embrace all levels of education from a child's important language-development years at infancy through elementary school, secondary and post-graduate education. Also, the new EDA must embrace all effective modes of communication including sign language, oral communication, and Cued Speech. Through this expansion, the EDA will address the needs of the 70% of the students who are deaf or hard of hearing placed in regular education settings.

We recognize there is no simple or single way to achieve a quantum leap in the education of students who are deaf or hard of hearing. The preeminent need is to

1. set worthy goals,
2. raise expectations,

3. recognize the most effective educational practices, and
4. support the implementation of effective practices.

The National Cued Speech Association urges that the sixteen Titles listed in the Appendix of this Testimony guide the future of the Education of the Deaf Act.

## SETTING WORTHY GOALS

Our support of COR's position reiterates our endorsement for including the bipartisan National Education Goals and Objectives in the Education of the Deaf Act and their application to students who are deaf or hard of hearing. To these six goals, we respectfully suggest that the EDA include two more goals and additional objectives specific to students who are deaf or hard of hearing:

GOAL 7: BY THE YEAR 2000, STUDENTS WHO ARE DEAF OR HARD OF HEARING WILL READ AT AN AVERAGE OF THE TENTH GRADE READING LEVEL OR HIGHER.

GOAL 8: BY THE YEAR 2000, ALL STUDENTS WHO ARE DEAF OR HARD OF HEARING WILL GRADUATE FROM HIGH SCHOOL, TECHNICAL SCHOOL, OR COLLEGE READY TO WORK.

Additional objectives are:

- EARLY IDENTIFICATION OF SERIOUS HEARING LOSS FOR CHILDREN WILL BE REDUCED FROM AN AVERAGE AGE OF TWO AND ONE HALF TO LESS THAN SIX MONTHS

- EVERY CHILD WHO IS DEAF OR HARD OF HEARING WILL RECEIVE AN EDUCATION IN HIS OR HER PRIMARY MODE OF COMMUNICATION, AS DETERMINED BY THE CHILD'S PARENT(S) OR GUARDIAN(S), IN ALL EDUCATIONAL SETTINGS ON THE CONTINUUM OF EDUCATIONAL PLACEMENTS.

- EARLY EDUCATIONAL OPPORTUNITIES AND ASSISTANCE TO PARENT/GUARDIAN(S) WILL BE MADE AVAILABLE FOR ALL INFANTS AND TODDLERS WHO ARE DEAF OR HARD OF HEARING

- EACH STUDENT'S MODE OF COMMUNICATION WILL BE SPECIFIED IN AN INDIVIDUAL EDUCATION PLAN (IEP) FROM PRESCHOOL THROUGH POSTGRADUATE SCHOOL; EDUCATIONAL PLACEMENT AND SERVICES WILL

ACCOMMODATE THE STUDENT'S PRIMARY OR PREFERRED MODE OF COMMUNICATION.

- EACH STUDENT WHO IS DEAF OR HARD OF HEARING WILL DEVELOP LANGUAGE FOR THINKING, LEARNING, READING, WRITING, DISCERNING, DEBATING, PARTICIPATING, AND WORKING IN A RAPIDLY CHANGING WORLD.

- EVERY STUDENT OR ADULT WHO IS DEAF WITHOUT LITERACY SKILLS WILL DEVELOP PRACTICAL SKILLS AND BECOME SUFFICIENTLY KNOWLEDGEABLE FOR INDEPENDENT LIVING.

These goals, unmistakable and straightforward, present a strong challenge to our nation, its national educational policy, and all persons who are deaf or hard of hearing, present and future.

## RAISING EXPECTATIONS

These goals immediately set a vision for raising the level of expectation of the students, parents, and educators. Can they meet these goals? Absolutely yes, if we rationally select and carry out the most effective educational practices! Some leaders in education of the deaf say that you cannot expect children who are deaf to learn English. To proceed from that preconception immediately denies children who are deaf the expectation of full participation in American society. We are here to say that they can learn English...and French...and Hebrew...and 50 other languages. It has been done, it is being done, and we know how to replicate it.

As an example, Stasie Jones, a Wellesley College freshman, is a deaf student fluent in French and English, knows German, and with a major in Russian. Her goal is to become a teacher of the deaf and go to Russia to teach deaf children other languages.

## RECOGNIZING MOST EFFECTIVE PRACTICES

In the fifteen years since the passage of PL 94-142 (the Education of the Handicapped Act, amended in 1990 to become the Individuals with Disabilities Education Act), parents and educators have shown that through individualized programs, students with disabilities, including those who are deaf or hard of hearing, can develop their full potential and maximize their educational experience and achievement. This Subcommittee must encourage regular and special educators to replicate the Individualized Education Plan and other successful special education models. The use of Cued Speech is one such model.

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In focussing on Cued Speech, we first wish to state that NCSA believes that bilingualism in American Sign Language (ASL) and written/spoken English through Cued Speech is an important and beneficial option for children with a prelingual, severe-to-profound hearing loss. Each language must be learned from persons who are good expressive models of their language. Additional research is required to determine the most propitious introduction to the second language.

We believe that the native language of a child should be the language of the parents. More than 90% of the children who are prelingually deaf are born to hearing parents. The spoken language of the parents can be effectively and efficiently acquired through the conscientious use of Cued Speech for clear communication in the home. Twenty-five years of experience and research confirm our slogan: **Give Literacy a Hand—Use Cued Speech**. Children who are profoundly deaf and use Cued Speech achieve the same language and reading levels and use the same strategies as hearing children.

The educational emphasis in the preschool and elementary school years should be to achieve literacy by the acquisition of English, its vocabulary and syntax. Building a solid base for literacy for children who are deaf is the original and primary goal of Cued Speech. Locally, the Montgomery County Maryland Public Schools after thirteen years of providing a three-track program of oral, total communication, and Cued Speech, informally evaluated the reading achievement of its high school students. The reading levels of its oral students ranged from excellent to poor; the total communication students ranged from excellent to poor; and the Cued Speech students ranged from excellent to **good**. On the basis of these results, the Montgomery County Program began incorporating Cued Speech into both its oral and total communication preschool curriculum. Cued Speech is an effective educational practice.

What is the Cued Speech model? Cued Speech is a unique sound-based, visual communication system. Cued Speech requires learning the cue that accompanies each of the 40 sounds of spoken English—either a handshape to distinguish among consonant sounds or a location near the mouth to distinguish among vowel sounds. A handshape and a location together cue a syllable as it is spoken, making each sound visually clear.

Developed at Gallaudet in 1966, Cued Speech is adapted to more than 50 languages and used in many countries around the world. Throughout the United States, students who are deaf or hard of hearing and their families, as well as, adults with serious hearing loss use Cued Speech. We are proud that Dr. R. Orin Cornett, the inventor of Cued Speech and Research Professor Emeritus at Gallaudet University, will receive a Distinguished Service Award from the National Council on Communicative Disorders at their 11th Annual Awards Ceremony on May 21, 1992.

Cued Speech transliterators working in the regular education classroom know the exciting attributes of Cued Speech. Cued Speech enables the Cued Speech transliterator to provide the student who is deaf or hard of hearing with visually-clear access to the same auditory information as hearing students in the same situation. The information *is not different*, as is signs or fingerspelling, *nor is it ambiguous*, as is oral interpreting.

The Cued Speech transliterator says-and-cues silently all the words, syllables, and sounds heard by a hearing person in the situation. Sounds include spoken (with accent, for example, tomato/tomahto) and environmental ('hmmm' of a computer fan or 'sss' of a chemical reaction). Such unambiguous access to sounds contributes to the full inclusion of the student who is deaf. Earlier we discussed the educational results. Equally important, students who are deaf with access to the same auditory information as hearing persons make judgements about personalities and events for themselves, and respond effectively and independently.

A properly trained and competent Cued Speech transliterator adheres to a code of conduct that requires the transliterator to remain a neutral force in any situation. Thus, *the Cued Speech transliterator allows the individual who is deaf a view of the world virtually unaffected by loss of hearing*.

Most, perhaps all, students using Cued Speech are in the regular education classroom for a portion—often all—of their educational career. Many of these students are excluded in achievement surveys of students who are deaf. In the regular education setting with the service of a Cued Speech transliterator, the student who is deaf can expect to achieve the National Educational Goals.

NCSA strongly supports the federal requirement that schools offer special education in the least restrictive environment, with a continuum of services and program options available to the individual child. We support a broad continuum of options, including segregated schools and classes with opportunities for inclusion in regular education provided by the individualized education plan.

A wonderful example of this exists in Louisiana. One young man takes part of his classes at the Louisiana School for the Deaf and the remainder at a local high school with the use of a Cued Speech transliterator. The Louisiana School for the Deaf deserves commendation for its flexible and conscientious approach to providing an appropriately inclusive individualized education plan for this student.

However, the Board of Directors of the National Cued Speech Association remains deeply concerned that after two years of repeated request and discussion with the National Technical Institute for the Deaf and training several of their sign language interpreters to use Cued Speech, NTID continues to resist providing Cued Speech transliteration. At this moment, NTID denies Cued Speech interpreter/ transliterators to those students whose preferred and primary mode of communication is Cued Speech when registered in the Rochester Institute of Technology. No student should have to compromise their educational program when choosing to attend a college with other students who are deaf. We urgently request the EDA of 1992 state that NTID will provide students with interpreter/transliterator services upon request in his or her primary mode of communication when integrated in classes at RIT.

## SUPPORTING THE IMPLEMENTATION OF MOST EFFECTIVE PRACTICES

Attached to this Testimony are specific proposals for changes and additions to the Education of the Deaf Act that support the implementation of most effective educational practices. Some of the highlights not discussed in this testimony are:

1. Parental right of participation and leadership in educational planning and implementation, with full access to all factual information including the full spectrum of communication systems, placement options, and support services;
2. Early identification and educational support to the parents and children;
3. Facilitation of English language acquisition;
4. Comprehensive training of future professionals to serve students who are deaf or hard of hearing in all modes of communication, including but not exclusively oral, sign, and Cued Speech;
5. Expanded training of educational interpreters/transliterators (sign, oral, and Cued Speech);
6. Equal preference assigning resources among the three effective modes of communication (sign, oral, and Cued Speech); no one system of

communication is preferred by or inherent to all people who are deaf, nor is any one system a substitute for the other;

7. Equal preference assigning resources among the full continuum of educational settings for students who are deaf or hard of hearing; and

8. Evaluation of model and exemplary programs by the criteria implicit in the National Education Goals and Objectives.

In close coordination with COR, the National Cued Speech Association will work with you and your staff on specific language to address the critical issues in education of students who are deaf or hard of hearing.

In conclusion, the reauthorized Education of the Deaf Act should become the vehicle for a comprehensive national strategy to empower students who are deaf or hard of hearing to pursue successfully the National Education Goals and Objectives consistent with the Individuals with Disabilities Education Act.

# APPENDIX

## PROPOSED TITLES,

## EDUCATION OF THE DEAF ACT,
as amended 1992

| | |
|---|---|
| TITLE I | DECLARATION OF POLICY |
| TITLE II | NATIONAL GOALS AND OBJECTIVES |
| TITLE III | ADVISORY COMMITTEE |
| TITLE IV | PARENTAL RIGHTS |
| TITLE V | EARLY IDENTIFICATION AND PRESCHOOL |
| TITLE VI | MODES OF COMMUNICATION |
| TITLE VII | LANGUAGE |
| TITLE VIII | PROFESSIONAL STANDARDS AND TRAINING |
| TITLE IX | REGULAR SCHOOLS AND COLLEGES |
| TITLE X | SPECIAL SCHOOLS AND COLLEGES |
| TITLE XI | GALLAUDET UNIVERSITY |
| TITLE XII | NATIONAL TECHNICAL INSTITUTE FOR THE DEAF |
| TITLE XIII | ADULT AND CONTINUING EDUCATION |
| TITLE XIV | DEMONSTRATION PROJECTS |
| TITLE XV | OUTREACH |
| TITLE XVI | GENERAL PROVISIONS |

The National Cued Speech Association (NCSA) supports the resolutions of the Council of Organizational Representatives (COR) regarding revision of the Education of the Deaf Act. In addition, NCSA proposes the following complementary changes and additions to the Act.

| Issues | Changes to Current Law | Rationale |
|---|---|---|
| **PREAMBLE** | To foster quality educational programs for deaf individuals throughout the United States in all educational settings, to establish related national policy and goals, to authorize related education programs for deaf individuals, to reenact and codify certain related provisions of law concerning the education of the deaf and for other purposes. | The current act authorizes only two institutions and two subsidiary special programs, each specifically developed for persons who are deaf. The current act does not address the 70% of students who are deaf and hard of hearing and who are being educated in regular education settings. |
| **ADD: TITLE I - DECLARATION OF POLICY**<br>It is the policy of the United States that the National Education Goals for the year 2000 apply to all students who are deaf or hard of hearing.<br>It is the policy of the United States, in recognition of the unique communication challenge faced by students who are deaf and hard of hearing and their educators in all educational settings, to expand the National Objectives for achieving the National Goals to accommodate that unique challenge.<br>It is the policy of the United States to foster quality education programs for persons who are deaf or hard of hearing in all educational settings to achieve a radical improvement in the average educational achievements of all persons who are deaf and hard of hearing consistent with the national goals.<br>It is the policy of the United States to recognize the right of each student who is deaf or hard of hearing to receive an education in his or her primary mode of communication in all | | While some students who are deaf have achieved educational excellence, they remain the exception rather than the rule. A fundamental finding of the Commission on Education of the Deaf (sponsored by Title III of the Education of the Deaf Act of 1986) is that the average reading level of high school graduates who are deaf is approximately third grade, while a hearing peer reads at a tenth grade level.<br>As the Commission concluded, the cost of maintaining this status quo in the education of persons who are deaf or hard of hearing is unacceptable and must be addressed directly. |

| ISSUES | CHANGES IN CURRENT LAW | RATIONALE |
|---|---|---|
| regular educational settings, including individual assistance and special classes, from preschool through postsecondary education. | | |
| **ADD: TITLE II - NATIONAL GOALS**<br>To the National Education Goals, add:<br>GOAL 7: BY THE YEAR 2000, THE AVERAGE READING LEVEL OF STUDENTS WHO ARE DEAF AND HARD OF HEARING WILL BE RAISED TO THE TENTH GRADE LEVEL OR HIGHER.<br>GOAL 8: BY THE YEAR 2000, ALL STUDENTS WHO ARE DEAF OR HARD OF HEARING WILL GRADUATE FROM HIGH SCHOOL, TECHNICAL SCHOOL, OR COLLEGE READY TO WORK.<br>Additional objectives are:<br>*EARLY IDENTIFICATION OF SERIOUS HEARING LOSS WILL BE REDUCED FROM AN AVERAGE AGE OF TWO AND ONE HALF TO AN AVERAGE OF BIRTH TO SIX MONTHS.<br>*EACH CHILD WHO IS DEAF OR HARD OF HEARING WILL RECEIVE AN EDUCATION IN HIS OR HER PRIMARY MODE OF COMMUNICATION, AS DETERMINED BY THE CHILD'S PARENT(S) OR GUARDIAN(S), IN ALL EDUCATIONAL SETTINGS ON THE CONTINUUM OF EDUCATIONAL PLACEMENTS.<br>*EARLY EDUCATIONAL OPPORTUNITIES AND ASSISTANCE TO PARENT/GUARDIAN(S) WILL BE MADE AVAILABLE FOR ALL INFANTS AND TODDLERS WHO ARE DEAF OR HARD OF HEARING.<br>*EACH STUDENT'S MODE OF COMMUNICATION WILL BE SPECIFIED IN AN INDIVIDUAL EDUCATION PLAN (IEP) FROM PRESCHOOL THROUGH POSTGRADUATE SCHOOL; PLACEMENT AND SERVICES WILL ACCOMMODATE THE STUDENT'S PRIMARY OR PREFERRED MODE OF COMMUNICATION.<br>*EACH STUDENT WHO IS DEAF OR HARD OF HEARING WILL | | Given the clear potential of students who are deaf and hard of hearing, national educational goals for these students **should not differ** from educational goals for normally hearing persons. The ability to read and write is critical to any individual's quality of life, career options, employability, economic and social freedom, and self esteem.<br>The Education of the Deaf Act, therefore, should establish goals which are straightforward, unmistakable, and represent a substantial challenge worthy of the nation, national educational policy, and persons who are deaf or hard of hearing, present and future. |

DEVELOP LANGUAGE FOR THINKING, LEARNING, READING, WRITING, DISCERNING, DEBATING, PARTICIPATING, AND WORKING IN A RAPIDLY CHANGING WORLD.

*EVERY STUDENT OR ADULT WHO IS DEAF WITHOUT LITERACY SKILLS WILL DEVELOP PRACTICAL SKILLS AND BECOME SUFFICIENTLY KNOWLEDGEABLE FOR INDEPENDENT LIVING

### ADD: TITLE III - ADVISORY COMMITTEE

See recommendations of COR

### ADD: TITLE IV - PARENTAL RIGHTS

Whether the parents of a child who is deaf or hard of hearing are themselves hearing, hard of hearing, or deaf, said parents, and the children themselves as they mature, will be treated as equals and given full participation and leadership in educational planning and implementation, decisions regarding mode of communication, school setting, and other education-related decisions at all levels of education from preschool through postsecondary education. Parents will have full access to all factual information regarding their children including placement options and the spectrum of services to support the child in each placement. Parents and students will be treated with flexibility and respect in meeting their needs and choices.

### ADD: TITLE V - EARLY IDENTIFICATION AND PRESCHOOL

It is the policy of the United States that the early identification of hearing loss is a fundamental priority and vital component for early and more effective educational intervention for children who are deaf or hard of hearing. Screening and assessment of the child's hearing capabilities will be at birth or at the earliest possible age.

Most children who are deaf or hard of hearing have hearing parents. Any strategy to increase the educational performance of deaf children should begin with parents. Parents are usually the most important factor in a child's nurturing, language development, and educational expectation since, as with all children, deaf children want and need to be full participants in their family's language and culture. Parents have the right to decide which mode of communication and language should be passed on to their children.

The Commission on Education of the Deaf reported to Congress that the average age of identification for prelingually deaf children in the United States is 2 1/2 years, well into the critical language learning years, as contrasted with an average of seven-to-nine months in several other advanced countries with auditory screening programs. Available and cost-effective technology now available

| ISSUES | CHANGES IN CURRENT LAW | RATIONALE |
|---|---|---|
| Educational interventions for children with a hearing loss will be based on current audiological and functional data. | | can identify hearing loss beginning at birth and certainly by age 3-to-6 months for children considered at risk based on screening criteria. |
| Federal standards will be developed for professional training in early childhood for educators working with very young children. | | |
| When a child is determined to be deaf or hard of hearing, the parents will be advised that early intervention is recommended. To assist parents in taking early and effective action, the Secretary of Education will develop and disseminate a form letter for all pediatricians, general practitioners, and other appropriate physicians and screening experts to provide to the parents of children newly discovered to be deaf or hard of hearing. The Secretary's letter will describe the potential impact of a hearing loss on a child's vital language learning years and the importance of early, consistent, and effective intervention. The Secretary's letter will objectively outline optional communication modes and related early language acquisition strategies and provide a toll-free telephone number for a U.S. Department of Education Clearing House equipped and staffed to provide parents of children who are deaf or hard of hearing with further factual information on the subject. | | These children, like all children, need a solid language base. Language acquisition before the age of four should be given the highest priority.<br>The Commission also reported that the hearing capability and language abilities of children who are deaf or hard of hearing are not fully screened or assessed at an early age, and appropriate intervention and enrichment programs are not offered so that those children can develop appropriate communication and language skills.<br>Children with postlingual deafness or who are functionally hard of hearing are more likely to be identified after entering school. Students who are hard of hearing may appear to have normal expressive language, but receptive language and communication limitations can severely impede educational functioning. |
| Within a certain date, early educational opportunities will be made available to all parents of preschool children who are deaf or hard of hearing who can benefit from intensive language intervention using one or more of the three effective modes of communication (sign, oral, Cued Speech) available or potentially available in all educational settings. | | |

Appropriate auditory screening will be performed frequently through secondary school in Federally-supported educational programs.

## ADD TITLE VI - MODES OF COMMUNICATION

It is the policy of the United States to encourage cooperation and inclusion of the three principal modes of communication (sign, oral, Cued Speech) in educational settings in such manners as to result in the achievement of the National Education Goals by students who are deaf or hard of hearing.

## ADD TITLE VII - LANGUAGE

It is the policy of the United States that the Federal Government will facilitate English language acquisition (including vocal, visual, and written language) in students who are deaf and hard of hearing. This paramount priority will guide research priorities to create and compare the most efficient, effective, and replicable approaches to developing English literacy, the establishment of program models and the implementation of exemplary practices, the design of curricula, materials, and assessment instruments, the provision of professional and parent training, and the development and acquisition of technology including but not limited to captioned television, telephone devices, hearing aids, and automatic cuers.

It is the policy of the United States to recognize that American Sign Language (ASL) is a language in its own right and that it plays a vital role in the life of children whose native language is ASL.Guidance should be issued regularly to train teachers, administrators, and support staff including school nurses to recognize warning signs of partial hearing loss, which may be progressive and fluctuating in degree.

Guidance issued regularly will train teachers, administrators, and support staff including school nurses to recognize warning signs of partial hearing loss, which may be progressive and fluctuating.

Communication is essential to the human experience and effective education. The ability to communicate effectively, both receptively and expressively, is necessary for cognitive, developmental, social, emotional, linguistic, and academic growth and well-being. The welfare of children who are deaf and hard of hearing is fundamentally related to the appropriate development of, and access to, communication.

Children who are deaf and hard of hearing, like all children, need a solid language base, developed at the earliest possible age, in order to become productive citizens.
Each of the three modes of language communication (sign, oral, Cued Speech) has its specific purposes and attributes. Cued Speech enables deaf children to develop English literacy while supporting oral skills (auditory discrimination, speech, speechreading) which expand an individual's options for productive employment. Sign communication facilitates ease of expression among deaf individuals and with others with sign fluency.
ASL is the primary, native language of less that 10% of children who are deaf; their parents are also deaf and communicate in sign language. While the national goal is to teach the English language and related

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reading and expressive skills, this must be done by creating a bridge to the child's existing linguistic and cultural knowledge while fostering the student's healthy self image. The curricula of special schools for the deaf should balance recognition that individuals who are deaf and hard of hearingtogether constitute a minority which has not always been fully understood or accepted in the mainstream of American life, with a recognition of the critical need for students who are deaf or hard of hearing to acquire the mother language of the country in which they live in order to pursue educational, technical, and vocational excellence and to function later as independent adults in the society at large.

NCSA believes that the language of the home should be the language of the parents. For the children of parents who hear, research shows that conscientious use of Cued Speech at home results in children who are profoundly deaf achieving the same language and reading levels with the same strategies as normally hearing children.

NCSA believes that bilingualism in ASL and written/spoken English is an important option for most children in the United States who have a prelingual, severe-to-profound hearing impairment. Cued Speech is a way to effectively and efficiently acquire understanding of English. Both English and ASL should be learned from persons who are good models of that language. Experimentation will be required to determine when to start the second language

## ADD TITLE VIII - PROFESSIONAL STANDARDS AND TRAINING

Specific steps will be taken to increase the number of qualified teachers and other staff members who are deaf or hard of hearing. National guidelines will be established for the training of teachers, interpreters/transliterators (sign, oral, Cued Speech) and other staff members who serve students who are deaf or hard of hearing.

Specific steps will be taken to increase the number of qualified teachers and other staff members who represent the diversities of minority groups, ethnicity, and native languages.

It is the policy of the United States to encourage each professional training program to train future professionals in all modes of communication (including, but not exclusively, speech, auditory training, Cued Speech, lipreading, fingerspelling, and sign) and the most effective educational practices for the development of English literacy and the achieving of the National Education Goals. The ultimate assessment of the qualifications of professionals will be how well students who are deaf or hard of hearing achieve the National Education Goals.

Each training program of two or more years for educational interpreters/ transliterators shall provide each trainee with comprehensive knowledge and practice in all modes of communication, including, but not exclusively, oral, sign and Cued Speech.

Educational interpreting programs shall be evaluated and endorsed by a team representing those organizations which examine and certify interpreters (as of 1992, Registry of Interpreters for the Deaf (sign language interpretation) and the National Cued Speech Association (Cued Speech transliteration).

Interpreters/transliterators in the three primary modes of

There is a significant shortage in this nation of teachers, administrators, and other support staff in special schools and in special classes for children who are deaf who are appropriately trained in deafness and have the necessary communication skills.

Many current training programs for teachers of the deaf focus on only one communication system. Thus, those who graduate from oral training programs may not know even conversational sign language and thus are cut off from the rich lessons to be learned from interaction with persons who are deaf and rely on sign language. Likewise, those who train at programs focussing on sign language systems may have no training in developing the child's auditory, oral, and phonemic English skills, resulting in deficits in many areas of interactive life skills. Few training programs offer sufficient curricular instruction in Cued Speech to enable graduating educators to be able to implement Cued Speech fluently and effectively, and to have a full depth and breadth of knowledge about its theory, history, and applications. Indeed, most textbooks which mention Cued Speech do so cursorily and inaccurately. Such inattention to any effective practice in education of the deaf is inexcusable.

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communication in the educational setting (oral, sign, and Cued Speech) will be provided incentives to become professionally qualified and proficient in all three modes.

**ADD TITLE IX - REGULAR SCHOOLS AND COLLEGES**

It is the policy of the United States to recognize the fundamental right of each student who is deaf or hard of hearing to receive an education in his or her primary mode of communication in all regular educational settings, including individual assistance and special classes, from preschool through postsecondary education.

It is the policy of the United States to provide special education in the least restrictive environment for students who are deaf or hard of hearing. The application of the least restrictive environment is strengthened by the assurance that services will be provided to enable the student to succeed.

It is United States policy that whenever students who are deaf or hard of hearing are integrated in primary, secondary, or postsecondary schools, they will be provided interpreter/ transliterator services in their primary mode of communication upon request.

It is the policy of the United States to give equal preference in the allocation of educational resources in support of students who are deaf or hard of hearing, based on their individual needs and objectives in both regular schools and colleges and in special schools and colleges. No one mode of communication shall receive preference for resources or services over another mode in the same setting at any level of education, from preschool through postsecondary school.

Students who are deaf or hard of hearing and have additional exceptional needs will be offered special assistance programs that promote maximum interaction with the general school population in a manner that is appropriate to the needs of both, taking into consideration the individual's

Mainstream placement is necessary for Cued Speech students to have access to the information that is provided normally-hearing students. This access enables the child who is deaf or hard of hearing to participate and develop just as his/her normally-hearing peers do.

NCSA strongly supports federal requirements that schools provide special education in the least restrictive environment, with a continuum of services and program options available to the individual child.

An appropriately trained interpreter/ transliterator serves to maintain communication by using the mode of communication chosen by the person who is deaf or hard of hearing to access integrated educational settings. **No one system is preferred by or inherent to all people who are deaf, nor is any one system a substitute for the other.**

The interpreter/ transliterator assures that the person who is deaf need not forego his/her primary mode of communication in order to understand or be understood. To stipulate that a student forego his/her primary mode of communication as provided by interpreters/transliterators or teachers, deprives the student of equal access to the need for a sufficient number of peers of approximately the same age with whom the student can communicate directly.

Regular education educators and support staff will be educated as to the educational and social ramifications of hearing loss, including mild to severe forms of postlingual hearing loss and fluctuating, progressive, and non-linear forms.

**ADD TITLE X - SPECIAL SCHOOLS AND COLLEGES**
When a student who is deaf or hard of hearing cannot have his/her needs met in the environment of regular schools and colleges, the student's individual education plan may call for placement in a special day or residential school or college for deaf and hard of hearing students. Consistent with each student's individual education plan, special schools and colleges may group students based on their mode of communication.

Special school placement will not preclude partial or full cross-registering and integration in nearby regular schools or colleges, as appropriate to the individual student's educational needs and goals. The student will be provided interpreter/ transliterator services in his/her primary mode of communication upon request.

Students who are deaf or hard of hearing and enrolled in special schools or special classes within regular schools will be taught by teachers and other support staff who are proficient in the student's primary mode of communication and have been specifically trained to work with children who are hard of hearing and deaf in the student's mode of communication. Appropriate support services include, but are not limited to, speech, language, and auditory training, interpreters and transliterators, sign language and Cued Speech training, vocational programs, mental health services, college preparations assistance, and parent training.

educational setting and profoundly limits his/her educational opportunities.

The Department of Education holds that, in some cases, seperate environments have been recognized as the least restrictive for some children. If partial integration in the regular school with the use of special classes and supplemental services and aids cannot be achieved satisfactorily due to the nature and severity of the student's disability, segregation in special classes or special schools that meet the student's individual needs and use his/her primary mode of communication may be prescribed.

These students in special schools and classes will have an education in their primary mode of communication with other children with whom they can communicate and who are approximately the same age and ability level. They will be instructed in subject matter knowledge with a well-rounded curriculum.

**GALLAUDET UNIVERSITY**

**TITLE (I) XI**
New Section 104

Gallaudet University shall provide equitable opportunities for all students who are deaf or hard of hearing by providing oral, sign, and Cued Speech interpreters/transliterators or direct instruction to those students requesting access in their preferred system of communication.

People who are deaf or hard of hearing utilize a variety of systems for the purpose of communication. No one system is preferred by or inherent to all people who are deaf or hard of hearing. To stipulate that a student forego his/her primary mode of communication as provided by interpreters/transliterators or teachers, deprives the student of equal access and profoundly limits his/her opportunities. With sufficient numbers of students, classes conducted in one or another communication system could be formed.

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| **KENDALL DEMONSTRATION ELEMENTARY SCHOOL** | New Section 111 (a)(2) (C) use most effective, comprehensive, inclusive practices for teaching children who are deaf or hard of hearing<br>(D) evaluate student achievement on the same scales as students who hear in regular education settings deemed "exemplary" | Kendall Demonstration Elementary School is designated to provide an exemplary educational program in order to prepare individuals who are deaf for high school and other secondary study. As an exemplary educational program, it should be evaluated on the basis of other exemplary educational programs in the United States, consistent with National Education Goals and Objectives for all students in the United States. Given the clear potential of deaf and hard of hearing students, national education goals for persons who are deaf or hard of hearing, from preschool through postsecondary education, should not differ from educational goals for normally hearing persons. |
| | (E) use the most efficient and effective approaches to developing English language and literacy, equal to that of children who hear. | The ability to read and write is critical to any individual's quality of life, career options, employability, economic and social freedom, and self-esteem. Currently, the average reading level of high school students who are deaf is approximately third grade, while hearing peers read at a tenth grade level. |
| **MODEL SECONDARY SCHOOL FOR THE DEAF** | Addition to Section 121, (a) Number (1) For the purpose of.....<br>Add number (2) The Model Secondary School for the Deaf shall also --<br>(A) use most effective, comprehensive, inclusive practices in teaching students who are deaf or hard of hearing | The Model Secondary School for the Deaf is designated to provide an exemplary educational program in order to prepare individuals who are deaf for college or other advanced study. As an exemplary educational program, it should be evaluated on the basis of other exemplary educational programs in the United States, consistent with National Education Goals and Objectives for all students in the United States. |

(D) evaluate student achievement on the same scales as students who can hear and are in regular education settings deemed to be "models".

(E) use the most efficient and effective approaches to developing English language and literacy, equal to that of children who hear.

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| **NATIONAL TECHNICAL INSTITUTE FOR THE DEAF/ ROCHESTER INSTITUTE OF TECHNOLOGY** | Section 201, *create* number (1) For the purpose of...<br>*Add* number (2)<br>The National Technical Institute for the Deaf shall provide equitable opportunities for all students who are deaf or hard of hearing by providing either oral, sign, and Cued Speech interpreters/ transliterators or direct instruction to those students requesting access in their preferred system of communication. When a student cross-registers into Rochester Institute of Technology, as appropriate to the individual student's educational needs and goals, the student will be provided interpreter/ transliterator services in his/her primary mode of communication upon request. | People who are deaf or hard of hearing utilize a variety of systems for the purpose of communication. No one system is preferred by or inherent to all people who are deaf or hard of hearing. To stipulate that a student forego his/her primary mode of communication as provided by interpreters/transliterators or teachers, deprives the student of equal access and profoundly limits his/her opportunities. With sufficient numbers of students, classes conducted in one or another communication system could be formed. |

## ADD TITLE XIII - ADULT AND CONTINUING EDUCATION

At least one Center per region shall be established for the purpose of delivering such services to traditionally underserved persons who are deaf and hard of hearing or shall provide accommodations and accessibility to traditionally underserved deaf and hard of hearing persons including, but not limited to, qualified personnel, assistive technology, and interpreting services (including sign, oral, and Cued Speech).

Programs in adult and continuing education will be monitored to assure usage of most effective, efficient, and inclusive educational practices.

This first paragraph and related items have been developed by American Deafness and Rehabilitation Association (ADARA). The Committee is referred to the full proposals of ADARA and COR.

## ADD TITLE XIV - DEMONSTRATION PROGRAMS

It is the policy of the United States to foster quality educational programs for individuals who are deaf throughout the United States in all educational settings. Resources for demonstration programs will be given with equal preference for each communication mode (sign, oral, Cued Speech) and to support the implementation of most effective educational practices which will result in the achievement of the National Education Goals by students who are deaf or hard of hearing.

Demonstration programs will include strategies which provide parents with full access to all factual information, full participation and leadership in educational planning and implementation, and flexibility and respect in meeting parental needs and choices.

## ADD TITLE XV - OUTREACH

## TITLE XVI - GENERAL PROVISIONS

Section 401, Add definitions:
(9) The term "deaf" means a person who has an auditory channel which is generally unable to process linguistic information through audition,

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with or without amplification.

(10) The term "hard of hearing" means a person who, with the use of a hearing aid, has residual hearing sufficient to enable successful processing of linguistic information through audition.

(11) The term "sign" means any of divers sign systems, individually or in combination, which some persons who are deaf or hard of hearing use in communication.

(12) The term "American Sign Language" stands for a separate visual language with its own structure and syntax.

(13) The term "mode of communication" means one of three effective but different systems for enhancing language communication: oral communication, cued communication, and signed communication. No one system is preferred by or inherent to all deaf people, nor is any one system a substitute for the other.

(14) The terms "cued communication" and "Cued Speech" mean the sound-based visual communication system of the name "Cued Speech" which some persons who are deaf or hard of hearing use in communication.

(15) The term "interpreter/transliterator" means a person who has been appropriately trained in the chosen mode of communication of a person who is deaf or hard of hearing to access the educational setting and maintain communication.

(16) The term "National Education Goals and Objectives" means the national education goals and objectives adopted by all governors of the United States in 1991.

Mr. Koo. Chairman Owens, my name is Daniel Koo.

Chairman Owens. Will you move the mike over, please.

Mr. Koo. My name is Daniel Koo. I was born profoundly deaf for reasons unknown. I am currently a 19-year-old sophomore attending the University of Maryland at College Park where I am provided with a cued speech transliterator for all of my classes.

My elementary education was taught in the oral program up to fourth grade when my parents transferred me to the cued speech program. They switched me because they felt that I had to satisfy my deficient academic needs using an alternative communication method.

Prior to my transition from oral to cued speech, my reading and language skills were below grade level because I was having difficulty understanding instructions in the oral program. Upon learning cued speech, my verbal and written skills have significantly improved to that of on grade level.

Since then, my academic development has been a hierarchy of achievements with cued speech transliterators providing equal access in the mainstream classrooms. Because I had access to every phoneme spoken and every sound effect uttered, I felt I was totally integrated and that there was no limit to my educational growth nor my career possibilities.

More importantly, I never felt at an academic advantage nor a disadvantage when compared to my peers because I was shown the exact syllables that they hear and must struggle with new vocabulary and spelling just like they do.

When I entered junior high school, I noticed that sign language is a widely used communication method among the deaf. So I had informally picked up the language from my deaf peers and used it solely for social purposes. I still preferred cued speech in the classroom setting largely due to its unbiased and uninterrupted communications.

I felt it was important for me to interpret verbal information as I see it, not as my interpreter hears and translates it. In achieving this, I was able to function in a society that demands English proficiency. In fact, I was able to take courses in Latin and Spanish and learn without any difficulty.

Now, I have nothing against American Sign Language or any similar communication systems, because I utilize it myself as a communication vehicle and find it to be quite effective and expressive as a language of its own. But for me to be an active and self-sufficient member of society, I need to practice the English language.

Like it was designed for, cued speech has shown me the spoken language in its basic components, the phonemes. But it has also transcended beyond its original design and shown me the road to my academic success in which I believe the route lies in the English language.

Thank you.

Chairman Owens. Thank you.

Let me begin by asking who is against cued speech?

Ms. Beck. We find that there is a tremendous amount of hostility within education of the deaf related to cued speech. Part of this is because people are always resistant to change. Part of it may be professional jealousy. A great deal of it is due to misunderstanding and misperception of what cued speech is. But there are many professionals who refuse to tell parents that cued speech exists, or, if they are asked about cued speech, they provide inaccurate and negative information about it.

Chairman OWENS. I think you said in your testimony, but how long has it existed?

Ms. BECK. This is the 25th anniversary of the development of cued speech. So our oldest cued speech child is now 27 years old. And we are very delighted that there are now a growing number of young adult cuers who have grown up with cued speech and are now becoming old enough to be full members of the board of the National Cued Speech Association.

Chairman OWENS. How widespread is the utilization of cued speech? Is it just a Gallaudet, East Coast phenomenon, or is it throughout the country?

Ms. BECK. No, it's throughout the country. It is very definitely a grass roots movement, because that's the way it has had to be. It has had to be individual parents or individual teachers who have seen the merits of cued speech and have chosen to use it. Unfortunately, the parents have often had to fight in court for the opportunity to have their children educated with cued speech, but the results prove what they wanted to do was correct.

But there are programs extending from coast to coast. Most of the cued speech children are in regular education settings. So they are integrated into their local school classroom with a cued speech transliterator.

Chairman OWENS. Dr. Rosen, you used a term which I thought only I was unfamiliar with, so I turned to my assistant and asked if it was a standard term that I just didn't know about. In addition to IEP, is EEP something new, or did I just miss it?

Dr. ROSEN. Yes, it's something very new. It's just to stress the importance of the environmental influence on a deaf individual who by himself experiences no problems. So, in the school environment, we really must have it be totally accessible with a number of children who can communicate with that individual child and a number of adults who communicate clearly and fluently with that child.

So that communication does not become a barrier in the acquisition of knowledge and skills. And that point, I think, is lost to so many people who are responsible for making placement decisions.

Chairman OWENS. Thank you.

Several of you mentioned the bill of rights and the need for it to be included in this reauthorization. Who is against the bill of rights?

Dr. ROSEN. I would like to have it in the record that the bill of rights was developed by the National Association of Deaf Commissioners on Equal Education Opportunities for Deaf Children as a follow-up to the COED recommendations. When the COED dissolved, we felt that there was still unfinished business, so the Commission followed up with the bill of rights, and that was shared with the Council of Organizations Representatives, who modified it and endorsed it.

We feel that it's a very important bill of rights, and we do have support from various organizations. With a few more changes and amendments, it should be included in EDA.

Chairman OWENS. Thank you.

I think, Mr. Cohen, you said specifically that schools like the Kendall School need to be more helpful in providing assistance. Can you elaborate on that?

Mr. COHEN. Yes. I travel around the country a lot speaking to parent groups, and meeting with parents, and visiting schools. Out in the field, when you get away from some of the larger schools and you get away from the Gallaudet campus, and you're not near the outreach centers, there really is, as one of our board members put it, a dearth of information for parents.

Parents that are in a setting out in the middle of the country where they're not near a major program really are very limited in where they're going to get information. Frequently, the first contact that parents have with an individual—the first contact parents have is with the audiologist or with the doctor that informed them that their child is deaf. And then there really isn't a tremendous amount of information about where parents go for support, what sort of options are available to them.

You have here in front of you three people that discussed different types of communication: sign language, total communication, oral options, or cued speech. Most parents haven't got a clue, away from these centers in the East, that a lot of these options are available to them. And we think it's very important that parents be given information in a straight, unbiased fashion so that they can make informed decisions.

Chairman OWENS. I think, Mrs. Stern, you also said that parents don't have very much help, they are ignorant of the laws, et cetera. We fund, through IDEA, the parent training centers. Has anybody on the panel had any contact with parent training centers? Are they useful at all?

Mrs. STERN. Yes, I have had interaction with parent training centers, and I think there's a problem with the training centers and other institutions which the laws have provided for families with children who are deaf or hard-of-hearing. They're somehow not quite hooked into them, whether it's the centers themselves, or whether it's that they're pulled in other directions.

But they do not receive enough information from parent hearing centers except in a few States where training has done exceptional outreach to families with deaf children.

Chairman OWENS. I want to thank all the members of the panel. You have been quite helpful. Your testimony comes from the people who get the end product, and it's very useful as we go forward to prepare this reauthorization. Thank you again.

Members of our final panel, who have waited quite patiently, are Dr. Donna Dickman, co-chairperson, Council of Organizational Representatives; and Dr. John George, the National Association of State Directors of Special Education, accompanied by Dr. Doin Hicks, Conference of Educational Administrators Serving the Deaf.

[Recess.]

Chairman OWENS. We want to resume the hearing.

I want to thank the members of this last panel for waiting. When you consider the fact that we only do this once every 5 years, I hesitate to limit the time that people have to testify. Our witnesses usually have quite a wealth of information, and I always feel guilty about limiting them to five minutes, but it does make the hearing much longer. I do appreciate the patience that you have shown.

We will begin with Dr. Dickman.

## STATEMENTS OF DONNA M. DICKMAN, CO-CHAIR, COUNCIL OF ORGANIZATIONAL REPRESENTATIVES, WASHINGTON, DC; JOHN GEORGE, NATIONAL ASSOCIATION OF STATE DIRECTORS OF SPECIAL EDUCATION, ALEXANDRIA, VIRGINIA; ACCOMPANIED BY DOIN HICKS, CONFERENCE OF EDUCATIONAL ADMINISTRATORS SERVING THE DEAF, WASHINGTON, DC

Dr. DICKMAN. Thank you very much, Mr. Chairman.

First of all, I'd like to thank you for having us testify before adjourning for lunch. That's very nice, so we didn't mind waiting at all.

My name is Donna McCord Dickman, and I currently serve as the co-chair of the Council of Organizational Representatives, which is known as COR. COR was founded jointly, in the early 1980's, by the presidents of the National Association of the Deaf and the Alexander Graham Bell Association for the Deaf.

The history of COR is described in Appendix I of my testimony. COR currently has 17 member organizations. Our 1992 member organizations have been listed in Appendix II, followed by a brief summary of the programs and services of each of the 1991 COR member organizations. Please note that the American Speech-Language-Hearing Association is a new 1992 COR member but was not a member during the preparation of the primary materials presented today.

Within COR, the member organizations focus on a common mission, which is working together to improve the quality of life for persons who are deaf or hard-of-hearing. COR provides a forum for sharing information, coordinating testimony and legislative actions, and sharing knowledge and resources toward targeted areas which will benefit the broad spectrum of consumers represented or served by our 17 member organizations.

Education is, and will always be, an issue of primary concern to the COR member organizations. Thus, preparation of the Educational Rights for Children Who are Deaf or Hard of Hearing, which we present to you today, has been a major focus for some time. As Dr. Ros Rosen pointed out, the original plan for delineation of educational rights was brought to COR by the National Association of the Deaf.

COR recognizes an urgent need, and I know you've heard this several times today, for enhancing the development of infants, toddlers, and children who are deaf or hard-of-hearing, in order to maximize their potential for language acquisition and academic achievement, for enhancing the independence and employability of individuals who are deaf or hard-of-hearing, to maximize their potential to be productive citizens, and to enhance the capacity of families and schools to meet the special needs of infants, toddlers, and children who are deaf or hard-of-hearing.

To address these needs, COR proposes the following educational rights for children who are deaf or hard-of-hearing and requests that these educational rights be incorporated into the Education of the Deaf Act. I will summarize, since the full text is included in Appendix III of my testimony today.

Children who are deaf or hard-of-hearing are entitled to appropriate screening and assessment of hearing and vision capabilities, as well as communication and language needs, at the earliest possible age, and to the continuation of screening services throughout their respective educational experiences. Children who are deaf or hard-of-hearing are entitled to early intervention to provide for acquisition of a solid language base or bases developed at the earliest possible age.

Children who are deaf or hard-of-hearing are entitled to their parents' and/or guardians' full, informed participation in all aspects of their educational planning. Children who are deaf or hard-of-hearing are entitled to adult role models who are deaf or hard-of-hearing. Children who are deaf or hard-of-hearing are entitled to meet and associate with their peers.

Children who are deaf or hard-of-hearing are entitled to qualified teachers, interpreters, and resource personnel who communicate effectively with the child in the child's particular mode of communication. Children who are deaf or hard-of-hearing are entitled to placement best suited to the child's individual needs, including but not limited to social, emotional, cultural needs, age, hearing loss, academic level, mode or modes of communication, styles of learning, motivational level, and family support.

Children who are deaf or hard-of-hearing are entitled to individual considerations for free, appropriate education across a full spectrum of educational programs. Children who are deaf or hard-of-hearing are entitled to full support services provided by qualified professionals in their educational settings.

Children who are deaf or hard-of-hearing are entitled to full access to all programs in their educational settings. Children who are deaf or hard-of-hearing are entitled to have the public fully informed concerning medical, cultural, and linguistic issues of deafness and hearing loss.

COR fully endorses and supports the National Education Goals and Objectives for all students, including those who are deaf or hard-of-hearing. To achieve the educational rights for children who are deaf or hard-of-hearing, COR supports an action plan in the Education of the Deaf Act which would incorporate the following elements. Again, the full text is included in Appendix III.

These elements of the action plan include action to ensure that students who are deaf or hard-of-hearing will meet national, State, and individual educational goals, as set forward for all children, and become independent and productive citizens.

Action to address the significant shortage in this Nation of teachers, administrators, and other support staff, and related service personnel, who are appropriately trained in deafness and hearing loss and who have the necessary communication skills to teach children who are deaf or hard-of-hearing and to assist them in meeting educational goals and developing communication skills.

Action to address the need for professionals trained in deafness and hearing loss, and who will also represent the diversities of minority groups, ethnicity, and linguistic competencies found within our Nation.

Action to address the shortage of interpreters qualified in one or more communication modalities to work in educational settings.

Action to ensure that children who are deaf or hard-of-hearing have comprehensive, individualized educational programs consistent with their unique and specific needs, communication mode or modes, and language. Such programs will include recognition of parent and child program preferences and postsecondary goals as well as provision for the child's communicative, linguistic, emotional, and cultural needs.

Action to provide screening of all children and assessment and intervention for children who are deaf or hard-of-hearing at the very earliest possible age, and of infants and toddlers who experience developmental delay or who are at risk for hearing loss.

Action to provide communication access for children who are deaf or hard-of-hearing in the educational setting through the use of appropriate assistive and adaptive technologies.

Action to establish national guidelines for all educational programs serving students who are deaf or hard-of-hearing to implement the recommended curricular guidelines for the training of teachers and related service personnel who serve children who are deaf or hard-of-hearing.

Action to ensure the review and implementation, as appropriate, of the Commission on Education of the Deaf recommendations 2 through 15. Again, these are included in the appendices of my testimony.

In conclusion, COR respectfully requests that the educational rights for children who are deaf or hard-of-hearing be included in the Education of the Deaf Act and that the Subcommittee on Select Education support the action plan COR has proposed to achieve these educational rights.

Further, we recommend that the subcommittee consider the possible inclusion in the Education of the Deaf Act of an advisory committee to the Secretary of Education for the purpose of substantially improving the educational results of students who are deaf or hard-of-hearing.

COR views these requests as an important element in the achievement of national educational goals and objectives for all students including those who are deaf and hard-of-hearing. In addition, COR has voted to be supportive of the transfer of the regional postsecondary programs from IDEA to EDA. Finally, COR supports the COED recommendation number 20 on the establishment of 10 comprehensive service centers to serve the needs of lower-achieving youngsters who are deaf or hard-of-hearing. To reduce the fiscal impact of these centers, COR supports the exploration of housing these centers in existing facilities when possible.

Thank you very much, Chairman Owens, for your time and consideration of the Council of Organizational Representatives recommendations presented here today.

[The prepared statement of Donna Dickman follows:]

THE COUNCIL OF
ORGANIZATIONAL REPRESENTATIVES ★

# *TESTIMONY*
*on the*

# *Reauthorization of the Education of the Deaf Act*

*Presented to the*
*U.S. House of Representatives*
*Subcommittee on Select Education*

*by*
*Donna McCord Dickman, Co-Chair*
*Council of Organizational Representatives (COR)*

*February 25, 1992*

Mr. Chairman and Members of the Committee:

My name is Donna McCord Dickman and I currently serve as Co-Chair of the Council of Organizational Representatives (COR). COR was founded jointly in the early 1980's by the Presidents of the National Association of the Deaf and the Alexander Graham Bell Association for the Deaf. The history of COR is described in Appendix I. COR currently has seventeen member organizations. Our 1992 member organizations are listed in Appendix II, followed by a summary of the programs and services of the 1991 COR member organizations. (Please note that the American Speech-Language-Hearing Association is a new (1992) COR member but was not a member during the preparation of our materials presented today).

Within COR, the member organizations focus on a common mission which is working together to improve the quality of life for persons who are deaf or hard of hearing. COR provides a forum for sharing information, coordinating testimony and legislative actions, and sharing knowledge and resources toward target areas which will benefit the broad spectrum of consumers represented or served by our member organizations.

Education is an issue of primary concern to the COR member organizations. Thus preparation of the Educational Rights for Children who are Deaf or Hard of Hearing which we present to you today has been a major focus for sometime. The original plan for a delineation of educational rights was brought to COR by the National Association of the Deaf.

COR recognizes an urgent need for (1) enhancing the development of infants, toddlers, and children who are deaf or hard of hearing to maximize their potential for language acquisition and academic achievement; (2) enhancing the independence and employability of individuals who are deaf or hard of hearing to maximize their potential to be productive citizens and (3) enhancing the capacity of families and schools to meet the special needs of infants, toddlers and children who are deaf or hard of hearing.

To address these needs, COR proposes the following Educational Rights for Children who are Deaf or Hard of Hearing and requests that these educational rights be incorporated into the Education of the Deaf Act. (Please see Appendix III, Attachment I for the full text of COR's Motion and the Educational Rights for Children who are Deaf or Hard of Hearing)

1. Children who are deaf or hard of hearing are entitled to appropriate screening and assessment of hearing and vision capabilities and communication and language needs at the earliest possible age, and to the continuation of screening services throughout the educational experience.

2. Children who are deaf or hard of hearing are entitled to early intervention to provide for acquisition of solid language base(s) developed at the earliest possible age.

3. Children who are deaf or hard of hearing are entitled to their parents/guardians full, informed participation in their educational planning.

4. Children who are deaf or hard of hearing are entitled to adult role models who are deaf or hard of hearing.

5. Children who are deaf or hard of hearing are entitled to meet and associate with their peers.

6. Children who are deaf or hard of hearing are entitled to qualified teachers, interpreters, and resource personnel who communicate effectively with the child in the child's mode of communication.

7. Children who are deaf or hard of hearing are entitled to placement best suited to the child's individual needs including, but not limited to social, emotional, cultural needs; age; hearing loss; academic level; mode(s) of communication; styles of learning; motivational level and family support.

8. Children who are deaf or hard of hearing are entitled to individual considerations for free appropriate education across a full spectrum of education programs.

9. Children who are deaf or hard of hearing are entitled to full support services provided by qualified professionals in their educational settings.

10. Children who are deaf or hard of hearing are entitled to full access to all programs in their educational setting.

11. Children who are deaf or hard of hearing are entitled to have the public fully informed concerning medical, cultural, and linguistic issues of deafness and hearing loss.

COR fully endorses and supports the National Education Goals and Objectives for all students, including those who are deaf or hard of hearing. To achieve the Educational Rights for Children who are Deaf or Hard of Hearing, COR supports an action plan in the Education of the Deaf Act which would incorporate the following elements: (Please see Appendix III, Attachment II for the full text of Action Plan)

1. **ACTION** to ensure that students who are deaf or hard of hearing will meet national, state, and individual educational goals and become independent and productive citizens.

2. **ACTION** to address the significant shortage in this nation of teachers, administrators, other support staff and related services personnel who are appropriately trained in deafness and hearing loss, and who have the necessary communication skills to teach

children who are deaf or hard of hearing and assist them in meeting educational goals and developing communication skills.

3. **ACTION** to address the need for professionals trained in deafness and hearing loss and who also represent the diversities of minority groups, ethnicity and linguistic competencies.

4. **ACTION** to address the shortage of interpreters qualified in one or more communication modalities to work in educational settings.

5. **ACTION** to ensure that children who are deaf or hard of hearing have comprehensive individualized educational programs consistent with their unique needs, communication mode(s) and language. Such programs will include recognition of parent and child program preferences and post-secondary goals, as well as provision for the child's communicative, linguistic, emotional, and cultural needs.

6. **ACTION** to provide screening of all children and assessment and intervention for children who are deaf or hard of hearing at the earliest possible age; and of infants and toddlers who experience developmental delay or who are at risk for hearing loss.

7. **ACTION** to provide communication access for children who are deaf or hard of hearing in the educational setting through the use of assistive and adaptive technology.

8. **ACTION** to establish national guidelines for all educational programs serving students who are deaf or hard of hearing, to implement the recommended curricular guidelines for the training of teachers and related services personnel who serve children who are deaf or hard of hearing.

9. **ACTION** to ensure the review and implementation, as appropriate, of the Commission on Education of the Deaf (COED) Recommendations, two through fifteen. (As Attached)

In conclusion, COR respectfully requests that the Educational Rights for Children who are Deaf or Hard of Hearing be included in the Preamble to the Education of the Deaf Act and that the Subcommittee on Select Education support the Action Plan COR has proposed to achieve these Educational Rights. Further, we recommend that the Subcommittee consider the possible inclusion in the Education of the Deaf Act of an Advisory Committee to the Secretary of Education for the purpose of substantially improving the educational results of students who are deaf or hard of hearing. COR views these requests as an important element in the achievement of National Educational Goals and Objectives for all students.

In addition, COR has voted to be supportive of the transfer of the Regional Post Secondary Programs from IDEA to EDA. Finally, COR supports the COED recommendation #20 on the establishment of ten Comprehensive Service Centers to serve the needs of lower achieving youngsters who are deaf or hard of hearing. To

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reduce the fiscal impact of these Centers, COR supports exploration of housing these centers in existing facilities when possible.

Thank you very much for your time and consideration of the Council of Organizational Representative's recommendations.

# Table of Contents

| | Page |
|---|---|
| **Appendix I** | |
| COR History | 1 |
| **Appendix II** | |
| 1992 - Council of Organizational Representatives | 5 |
| Summary of Programs and Services | 6 |
| **Appendix III** | |
| COR Motion | 11 |
| Attachment 1 - Educational Rights | 12 |
| Attachment 2 - Educational Rights Action Plan | 14 |
| Commission on Education of the Deaf | 16 |

# APPENDIX - I

## COR HISTORY

In 1980, Dr. T. Alan Hurwitz and Dr. William E. Castle became presidents-elect for the National Association of the Deaf (NAD) and the Alexander Graham Bell Association for the Deaf (AGBAD), respectively. During the two years that followed they conferred with one another with some frequency about the ways in which the two organizations might work more closely together and enlist the interest of other organizations of and for the deaf to do the same.

On June 25, 1982, when Dr. Castle presented his inaugural speech at the Toronto convention of AGBAD, the speech was entitled "Working Together/Tous Ensemble; Building Networks for Progress." Within that speech Dr. Castle pointed out that " ...The Alexander Graham Bell Association for the Deaf (AGBAD) does not exist in a vacuum; it is an organization among organizations, all of which serve the interest of deaf people... All such organizations and agencies exist because they stand for different and special purposes; and some of the differences, of course, are philosophical. However, differences in philosophy need not disappear in order for them to become less of an obstacle to cooperation among organizations."

In early July of 1982, at the NAD convention in St. Louis, Missouri, Dr. Hurwitz presented his inaugural speech, which was entitled "Reflections: Past, Present, and Future Outlook." Within that speech, Dr. Hurwitz said, "...We must develop stronger working relationships with other national organizations which serve the needs of deaf people and other disabled people. We cannot afford to function alone. Our number is too small to have sufficient clout on political and legislative matters. Government officials and politicians tend to shy away from us when there is infighting among us. We have more to lose by splitting among ourselves. True, we have differences and are unique in our own ways, but there is a great deal of common ground for all of us to work together."

As president of AGBAD, Dr. Castle served also as a member of the Council on Education of the Deaf. At a meeting of the Council in the latter part of 1982, Mr. Bill Peck, president of the Conference of Educational Administrators Serving the Deaf (CEASD) indicated that he agreed with the "togetherness" thesis emphasized in Dr. Castle's inaugural speech in Toronto and recommended that CED consider full support of the thesis. It was agreed at that meeting that Dr. Castle should assume an initiative to work on behalf of CED in conjunction with NAD to promote the thesis. As it turned out, CED and NAD, through their respective presidents decided to co-host a special mini-conference which had as its theme "Working Together on Legislative Goals Regarding Deafness."

An initial planning meeting for the mini-conference was held at the NAD headquarters on November 30, 1982. Involved in this planning meeting were the presidents of NAD and AGBAD and the executive directors of the American Deafness and Rehabilitation Association (ADARA), AGBAD, the Convention of American Instructors of the Deaf (CAID), CEASD, the International Association of Parents of the

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Deaf (IAPD; now known as the American Society for Deaf Children), NAD, the Registry of Interpreters for the Deaf (RID), and Telecommunications for the Deaf, Incorporated (TDI).

The mini-conference was held on the campus of Gallaudet University (then known as Gallaudet College) on January 14-15, 1983. It was a conference with no budget; all participants came at their own expense or at the expense of their organization. Fifty-four people were invited to attend and forty-three did so including Patria Forsythe as the first speaker.

The conferees voted unanimously for some kind of legislative coalition to be put in place. On February 15 a meeting, chaired by Dr. Castle, was held among the respective executive directors, ADARA, CAID, CEASD, IAPD, NAD, RID, and TDI. It was called a meeting of the Interim Council of Executive Directors and Dr. Hugh Summers, executive director of CEASD/CAID was chosen as chairman.

The Interim Council called for another meeting on February 22. During that meeting it was agreed that an informal Council of Organizational Representatives should be established, which would be made up of the executive directors of ADARA, AGBAD, CAID, CEASD, IAPD, NAD, RID, and TDI, the president of the American Association of the Deaf Blind (AADB) and a Washington, DC based designee of the National Fraternal Society for the Deaf (NFSD).

This Council of Organizational Representatives has been meeting regularly since the first meeting in February 1983. Its agenda have been very diverse but always on target. The member organizations who participated in the preparation of the Educational Rights of Deaf Children being presented today are briefly described in appendix II. The newest member of COR, the American Speech Language Hearing Association joined effective January 1992 and, therefore, was not an active participant in the development of the materials presented to the Subcommittee on Select Education today.

## APPENDIX - II

### 1992 - COUNCIL OF ORGANIZATIONAL REPRESENTATIVES

(1) American Academy of Otolaryngology
(2) American Deafness & Rehabilitation Association
(3) Alexander Graham Bell Association for the Deaf
(4) American Society for Deaf Children
(5) American Speech-Language and Hearing Association
(6) American Tinnitus Association
(7) Conference of American Instructors of the Deaf
(8) Conference of Educational Administrators Serving the Deaf
(9) The Caption Center
*(10) Corporate Services for the Deaf
(11) Deafness Research Foundation
(12) National Cued Speech Association
(13) National Association of the Deaf
(14) New York League f/t Hard of Hearing
(15) Self Help for Hard of Hearing People
(16) Telecommunications f/t Deaf
(17) Registry of Interpreters for the Deaf

* Corporate, Non-voting

# SUMMARY

of the

Programs and Services

of the

1991 COR Member Organizations

## COR MEMBER ORGANIZATIONS

Alexander Graham Bell Association for the Deaf, 3417 Volta Place, N.W. Washington, D.C. 20007. The Bell Association is an international non-profit membership organization serving consumers who are hard of hearing or deaf, parents, and professionals. It has recently entered its second century of service. The Association's mission is to empower persons who are hearing impaired to function independently by promoting universal rights and optimal opportunities for such persons, from infancy through adulthood, to learn to use, maintain and improve all aspects of their speech communication, including their abilities to speak, speechread, use residual hearing, and process spoken and written language. The Association has eighteen chapters and serves as an educational resource; publishes texts, consumer oriented brochures, and audie visual materials; conducts workshops, conferences and a biennial convention; provides financial aid and scholarships; and serves as an advocate for hearing impaired children and adults; their families, and professionals involved in service provision. The Association publishes a newsletter, Newsounds; a family magazine, Our Kids Magazine; and a scholarly journal, The Volta Review.

The American Academy of Otolaryngology - Head and Neck Surgery, One Prince Street, Alexandria, Virginia 22314. The purpose of the Academy is to advance the art and science of medicine as related to otolaryngology-head and neck surgery; represent the specialty to the public, the government and other medical specialties. They coordinate and strengthen research efforts in the specialty and represent the socioeconomic concerns of the membership whenever appropriate. Services provided by the Academy include continuing medical education for physicians, public education through public service campaigns, patient information leaflets, and patient education videotapes. The Academy also uses monthly publications including a newsletter, "The Bulletin", and a scientific journal, Otolaryngology - Head and Neck Surgery. A Directory lists all Academy members.

American Deafness and Rehabilitation Association (ADARA), P.O. Box 251554, Little Rock, Arkansas 72225. ADARA is a non-profit association involved in promoting and participating in quality human service delivery with deaf people through agencies and individuals. ADARA's mission is the development, strengthening, and enhancement of a network of professionals in the field of deafness. Interaction with the larger population of professionals concerned with general rehabilitation, education, mental health and human service delivery is a primary goal of the association. Of special interest to ADARA are the needs of individuals who are severely handicapped. ADARA publishes a quarterly newsletter, The ADARA Update, and quarterly journal, The Journal of the American Deafness and Rehabilitation Association. A variety of monographs and special publications are also disseminated to serve as resources and training materials for professional enhancement and provide a resource for graduate training programs.

American Society for Deaf Children (ASDC), 814 Thayer Ave., Silver Spring, Md. 20910. The purpose of ASDC is to provide information and support for parents and families with children who are deaf or hard of hearing. Services include workshops, information and referral services, biennial conventions, and a newsletter, "Endeavor", published six times a year.

American Tinnitus Association, P.O. Box 5, Portland, Or. 97207. The purpose of this Association is to distribute information, and to support research and educational activities relating to the treatment of tinnitus and other problems affecting the ear. The Association provides a worldwide network of referral clinics and self-help groups, bibliography service, and public education. It publishes a quarterly news magazine, "Tinnitus Today."

Conference of Educational Administrators Serving the Deaf (CEASD), 2253 Main St., Buffalo, N.Y. 14214. The purpose of CEASD is to maintain effective programs for meeting the educational needs of hearing impaired children and adults. It provides a forum for administrators, conducts legislative advocacy, and works toward the establishment and maintenance of educational standards.

Convention of American Instructors of the Deaf (CAID), Post Office Box 2025, Austin, TX 78768-2025. CAID maintains a professional organization for teachers, administrators, educational interpreters, residential personnel, and other professionals involved in education of deaf children. CAID members work in residential , public, and private schools across the United States and Canada and to provide united efforts to provide quality and effectiveness in education of deaf children. Services include biennial conventions, regional meetings, networking of professionals with shared interests through Special Interest Groups (SIGs), and advocacy for national and state legislation concerning deaf persons. CAID publishes the American Annals of the Deaf.

Corporate Services for the Deaf (CSD), 1661 E. Camelback, Suite 250 Phoenix, Arizona 85016. CSD is a consulting firm working with the service industry to establish barrier free facilities, and customer services for people with disabilities through the use of effective information, technology and design. CSD was instrumental in developing the first visual paging service in a U.S. airport. CSD works cooperatively with national organizations, representing people with disabilities, and training centers such as the Helen Keller National center to broaden the scope of accessibility. The type of services which CSD provides are: facility analysis, technical assistance, training, marketing and promotion, editorial and graphic design.

Deafness Research Foundation (DRF), 9 East 38th Street, New York, N.Y. 10016. The purpose of DRF is to direct public support and attention to basic and clinical research on the causes, treatment, and prevention of deafness and hearing disabilities. It is a national, voluntary, non-profit health organization. Services provided by DRF include grants for medical and scientific research and public education and information.

National Association of the Deaf (NAD), 814 Thayer Avenue, Silver Spring, MD. 20910-4500. NAD is the oldest and largest consumer organization of people with disabilities in the U.S. advocating on behalf of millions of deaf and hard of hearing people in America. The mission of the NAD is to assure that a comprehensive coordinated system of services is accessible to all persons with hearing losses, enabling them to achieve their maximum potential through increased independence, productivity, and integration into the community. Programs and services include public information, publishing, Jr. NAD Youth Leadership Camp, a legal defense fund, conventions and periodicals.

National Cued Speech Association, P.O. Box 31345, Raleigh, North Carolina 27622. This is an organization of deaf and hard of hearing persons, families, and professionals who support the use of Cued Speech, a sound based visual communication system. The Association is committed to improving literacy and provides information, guidance, family support, and consumer protection through certification of Cued Speech instructors and interpreters/transliterators

New York League for the Hard of Hearing, 71 West 23rd Street, New York, NY 10010. The League is the oldest not-for-profit hearing rehabilitation agency in this country. Its thrust is to help people of all ages with impaired hearing be a part of the mainstream through a comprehensive program of rehabilitation services including audiology, communication therapies, educational management, public education, and community outreach, recreation, technical services, otology, mental health services, psychological and social work services, career counseling, and job placement.

Registry of Interpreters for the Deaf (RID) 8719 Colesville Road, Suite 310, Silver Spring, Maryland 20910-3919. RID was established in 1964 as the national professional association of interpreters serving people who are Deaf and hard of hearing. RID initiates, sponsors, promotes, and implements policies and activities that further the profession of the interpretation of American Sign Language and the transliteration of English. Among other activities, RID maintains and promotes a code of ethics, administers certification testing, supports activities of organizations of and for persons who are Deaf and hard of hearing, provides information about interpreting and interpreting services to consumers and the general public, and produces and distributes a national registry of certified interpreters and transliterators.

Self Help for Hard of Hearing People(SHHH), Inc., 7800 Wisconsin Ave., Bethesda, Md. 20814. SHHH, Inc. is a volunteer, international organization of hard of hearing people, their relatives and friends. It has 250 chapters in all 50 of the United States and 17 countries with over 40,000 members. It is a non-profit, non-sectarian educational organization devoted to the welfare and interests of those who cannot hear well, utilizing their residual hearing, speech, and speechreading to communicate. Services include information and referral, local support groups, an assistive devices center (in Bethesda, Md.), a bimonthly journal about hearing loss, "SHHH Journal", and special publications, including books, information series, and video and audio tapes.

Telecommunications for the Deaf (TDI), 8719 Colesville Road, Suite 300, Silver Spring, MD 20910-3919. TDI is a 20 year old non-profit organization serving the international community of hearing-impaired and speech-impaired text-telephone using community. They provide training and consultation to businesses, 911 emergency centers, and relay services to enable equal access for hearing and speech impaired people through the use of visual telecommunication devices. TDI promotes and advocates visual telecommunication in the form of TDD's (text telephones), computer-TDD programming, television captioning, real time captioning, computer assisted note taking, and dual part relay services. TDI publishes an international directory of text telephone users, a quarterly newsletter (GA-SK), and a video tape ("Using Your TTY/TDD")

Ultratec, Inc. (UTI), University Research Park, 450 Science Drive, Madison, WI 53711. Ultratec, Inc. is the world's largest TDD (Telecommunication Devices for the Deaf) manufacturer. Ultratec offers a wide variety of TDDs for public and residential use. From the Public Pay Phone TDD, to the printing TDDs, to the pocket-sized Compact TDD. Ultratec houses a National Service Center which can assist with service requests on Ultratec products. Ultratec is committed to creating a more accessible world by creating innovative and reliable telecommunication equipment for special needs populations.

The Caption Center (description not included)

# APPENDIX - III

## MOTION

**WHEREAS,** the Governors of the fifty States and the President of the United States and the leadership of the Congress have adopted and promulgated bipartisan national education goals and objectives, for the purpose of substantially increasing student performance in order to stimulate American competitiveness, and

**WHEREAS,** a bipartisan National Educations Goals Panel has been created and will issue an annual report card on the progress of all students, including students who are deaf or hard of hearing, toward, achieving the goals, and

**WHEREAS,** education in America is largely decentralized at the State, county, local and private sector level, and all major business and other organizations involved in education, including each school, has been called upon to develop new or identify existing programs, technology, and funding mechanisms that can substantially enhance student performance, and

**WHEREAS,** the Council of Organizational Representatives (COR), as the coordinating council for many organizations representing persons who are deaf or hard of hearing, has been studying the Education of the Deaf Act as a vehicle for protecting the rights and substantially enhancing the educational results and lives of students who are deaf or hard of hearing and the Act's reauthorization is imminent:

**IT IS HEREBY RESOLVED THAT THE COUNCIL OF ORGANIZATIONAL REPRESENTATIVES (COR)**

1) recommends the Educational Rights for Children Who are Deaf or Hard of Hearing (Attachments I) for inclusion in the Preamble to the Education of the Deaf Act, and

2) fully endorses and supports the National Education Goals and Objectives for all students, including those who are deaf or hard of hearing, and requests actions to be taken in the Education of the Deaf Act to achieve those goals (Attachment II).

3) recommends an Advisory Committee to the Secretary of Education be appointed for the purpose of substantially improving the educational results of students who are deaf or hard of hearing, for possible inclusion in the Education of the Deaf Act (EDA).

# ATTACHMENT I

## EDUCATIONAL RIGHTS

## FOR

## CHILDREN WHO ARE DEAF OR HARD OF HEARING

**There is an urgent and substantial need:**

to enhance the development of infants, toddlers and children who are deaf or hard of hearing; and to maximize their potential for language acquisition and academic achievement,

to enhance the independence and employability of individuals who are deaf or hard of hearing and to maximize their potential to be productive citizens, and

to enhance the capacity of families and schools to meet the special needs of infants, toddlers and children who are deaf or hard of hearing.

BASED ON THESE NEEDS, THE COUNCIL OF ORGANIZATIONAL REPRESENTATIVES (COR) PROPOSES THESE EDUCATIONAL RIGHTS AND ACTION PLAN FOR CHILDREN WHO ARE DEAF OR HARD OF HEARING.

## ATTACHMENT I

## EDUCATIONAL RIGHTS FOR CHILDREN WHO ARE DEAF OR HARD OF HEARING

**Congress recognizes that children who are deaf or hard of hearing have the same rights and potential to become independent and self-actualizing as children who are hearing. Therefore:**

1. Children who are deaf or hard of hearing are entitled to appropriate screening and assessment of hearing and vision capabilities and communication and language needs at the earliest possible age, and to the continuation of screening services throughout the educational experience.

2. Children who are deaf or hard of hearing are entitled to early intervention to provide for acquisition of solid language base(s) developed at the earliest possible age.

3. Children who are deaf or hard of hearing are entitled to their parents/guardians full, informed participation in their educational planning.

4. Children who are deaf or hard of hearing are entitled to adult role models who are deaf or hard of hearing.

5. Children who are deaf or hard of hearing are entitled to meet and associate with their peers.

6. Children who are deaf or hard of hearing are entitled to qualified teachers, interpreters, and resource personnel who communicate effectively with the child in the child's mode of communication.

7. Children who are deaf or hard of hearing are entitled to placement best suited to the child's individual needs including, but not limited to social, emotional, cultural needs; age; hearing loss; academic level; mode(s) of communication; styles of learning; motivational level and family support.

8. Children who are deaf or hard of hearing are entitled to individual considerations for free appropriate education across a full spectrum of education programs.

9. Children who are deaf or hard of hearing are entitled to full support services provided by qualified professionals in their educational settings.

10. Children who are deaf or hard of hearing are entitled to full access to all programs in their educational setting.

11. Children who are deaf or hard of hearing are entitled to have the public fully informed concerning medical, cultural, and linguistic issues of deafness and hearing loss.

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## ATTACHMENT II

## EDUCATIONAL RIGHTS
## FOR
## CHILDREN WHO ARE DEAF OR HARD OF HEARING

## ACTION PLAN

**Based on the Educational Rights for Children Who are Deaf or Hard of Hearing, the Council of Organizational Representatives (COR) (a coalition on public policy issues related to hearing loss), supports:**

1). **ACTION** to ensure that students who are deaf or hard of hearing will meet national, state, and individual educational goals and become independent and productive citizens.

2). **ACTION** to address the significant shortage in this nation of teachers, administrators, other support staff and related services personnel who are appropriately trained in deafness and hearing loss, and who have the necessary communication skills to teach children who are deaf or hard of hearing and assist them in meeting educational goals and developing communication skills.

3). **ACTION** to address the need for professionals trained in deafness and hearing loss and who also represent the diversities of minority groups, ethnicity and linguistic competencies.

4). **ACTION** to address the shortage of interpreters qualified in one or more communication modalities to work in educational settings.

5). **ACTION** to ensure that children who are deaf or hard of hearing have comprehensive individualized educational programs consistent with their unique needs, communication mode(s) and language. Such programs will include recognition of parent and child program preferences and post-secondary goals, as well as provision for the child's communicative, linguistic, emotional, and cultural needs.

6). **ACTION** to provide screening of all children and assessment and intervention for children who are deaf or hard of hearing at the earliest possible age; and of infants and toddlers who experience developmental delay or who are at risk for hearing loss.

7). **ACTION** to provide communication access for children who are deaf or hard of hearing in the educational setting through the use of assistive and adaptive technology.

8). **ACTION** to establish national guidelines for all educational programs serving students who are deaf or hard of hearing, to implement the recommended curricular guidelines for the training of teachers and related services personnel who serve children who are deaf or hard of hearing.

9). **ACTION** to ensure the review and implementation, as appropriate, of the Commission on Education of the Deaf (COED) Recommendations, two through fifteen. (As Attached)

## COMMISSION ON EDUCATION OF THE DEAF (COED)

## RECOMMENDATIONS TWO THROUGH FIFTEEN

2. The Department of Education, in collaboration with the Department of Health and Human Services, should issue federal guidelines to assist states in implementing improved screening procedures for each live birth. The guidelines should include the use of high-risk criteria and should delineate subsequent follow-up procedures for infants and young children considered to be at risk for hearing impairments.

3. The Congress and the Department of Education should ensure that facilitating English language acquisition in students who are deaf (including vocal, visual, and written language) is a paramount concern guiding the implementation of exemplary practices; the establishment of program models, the determination of research priorities; the design of curricula, materials, and assessment instruments; and the provision of professional and parent training. Language acquisition should be a top priority in federally funded research.

4. The Department of Education should provide guidelines and technical assistance to state and local educational agencies and parents to ensure that an individualized education program for a child who is deaf takes into consideration the following: severity of hearing loss and the potential for using residual hearing; academic level and learning style; communicative needs and the preferred mode of communication; linguistic, cultural, social, and emotional needs; placement preference; individual motivation; and family support.

5. The Department of Education should refocus the least restrictive environment concept by emphasizing appropriateness over least restrictive environment.

6. The Department of Education should issue a policy statement to permit consideration in placement decisions of curriculum content and methods of curricular delivery required by the nature or severity of the child's handicapping conditions.

7. The Department of Education should issue guidelines and standards by which school officials and parents can, in selecting the least restrictive environment, consider potential harmful effects on the child or on the quality of services which the child needs.

8. The Department of Education should publish in the Federal Register a policy interpretation that removal from the regular classroom does not require compelling evidence.

9. The Department of Education should monitor states to ensure that they maintain and nurture center schools as placement options as required by law.

10. The Department of Education should monitor states to ensure the availability and appropriateness of integrative programs for students in center schools.

11. The Department of Education should issue a policy statement requiring that school personnel inform parents of all options in the continuum of alternative placements during each individualized education program conference.

12. The Department of Education should monitor states to ensure that the evaluation and assessment of children who are deaf be conducted by professionals knowledgeable about their unique needs and able to communicate effectively in the child's primary mode of communication.

13. The Department of Education should encourage states to establish program standards for deaf students requiring special schools or classes.

14. The Congress should pass a "Quality in Deaf Education" bill that would provide incentives to the states to enhance the quality of services to students who are deaf.

15. The Department of Education should take positive action to encourage practices under the Bilingual Education Act that seek to enhance the quality of education received by limited-English-proficiency children whose native (primary) language is American Sign Language.

Chairman OWENS. Thank you.

Dr. George.

Dr. GEORGE. Mr. Chairman, the National Association of State Directors of Special Education appreciates this opportunity to present the following statement pertaining to the deaf education initiative.

Our membership includes the administrators of educational programs for children with disabilities in the 58 States and Federal jurisdictions. We operate with the purpose of providing services to State education agencies to facilitate their efforts to maximize the educational outcomes for individuals with disabilities.

Recently, we have become more aware of the educational needs of students who are deaf and hard-of-hearing partly due to public policy shifts that favor placement of disabled students in public schools. As a result, State education agencies and local public school systems have assumed more responsibility for the education of deaf and hard-of-hearing students.

Historically, until the past two to three decades, the large majority of deaf and hard-of-hearing students were educated in special schools which functioned apart from public schools. Thus, not only is deafness a low incidence disability but is one with limited contact by the regular education system and therefore little program responsibility for deaf students. All this has changed. Approximately 80 percent of the more than 58,000 hearing-impaired children and deaf children are in local public schools.

The special school continues to have a crucial role, however. Defining these roles, building bridges between and among State programs, local programs, and programs of special schools, and forging workable partnerships has been our agenda in the recent past and will continue to be on our agenda as we strive to achieve the educational goals presented in America 2000 for all students.

It is because of the partnerships with deafness-related organizations that we have come to have an understanding of important issues which need attention and resolution if we are to achieve better educational outcomes for students who are deaf. We believe that among the many critical issues facing both deaf students and service providers there are four which are critical.

Number one: Deaf students have a limited mastery of English language skills. At completion of secondary level schooling, deaf students read, on average, at about a fourth grade level. This problem has been around for nearly two centuries. These reading achievement levels for deaf students remain inadequate and are no longer acceptable.

Number two: We are deeply concerned about the isolation from communication access and socialization which occurs when hearing-impaired students are educated in their neighborhood schools. We find that 10 to 15 percent of deaf students are attending public schools with only one, or at most two, other deaf students.

This places a major challenge on the school which seeks to provide appropriate programming for only one student. It also greatly impedes a deaf child's ability to adequately progress, socially and emotionally. And if you had the opportunity to see the faces of the young children or the young students in the back of the room early this morning, one would greatly appreciate the importance and the value of peer social integration.

Number three: A workable interpretation of least restrictive environment has not been achieved. There are many persons within the special education community whose interpretation of least restrictive environment places a low value on special schools and centralized programs for the deaf. This interpretation sticks in the craw of educators of the deaf who value the contribution of the special school or other centralized programs. When least restrictive environment is looked upon as a placement instead of a process, students are often misplaced.

The term "most appropriate service" is gaining acceptance as a concept of least restrictive environment. In the most appropriate service process, a student has available many program options based upon assessment results and individual need. The Commission on Education of the Deaf has suggested eliminating least restrictive environment from regulatory language and replacing it with qualitative language with a positive connotation, such as "appropriateness." We endorse that concept.

Number four: There is a need to improve the personal preparation and availability of qualified professionals serving deaf and hard-of-hearing students. The Council on Education of the Deaf has a program for reviewing college and university programs for the preparation and credentialing of teachers of the deaf. Fifty-five colleges and universities are affiliated with CED in this manner. Most States, however, do not officially recognize CED certification.

In addition, though there are 70 programs that prepare youth for careers in teaching and working with the population of the deaf, the number of youth enrolled in these programs is alarmingly low.

Furthermore, as I mentioned prior, approximately 80 percent of deaf children are integrated into public schools. According to the National Task Force on Educational Interpreting, 40 percent of mainstream deaf students receive interpreting service for some or all of their classes. There are, however, no formally accepted standards for training or certifying educational interpreters in most States.

I'm sure you may be aware of the many horror stories of deaf students or hard-of-hearing students placed into regular education classrooms having a discussion of animals and the interpreter does not know the sign for a lion or tiger.

The special education community is beginning to pay attention to these issues, and the leadership within the general special education community and the education of the deaf community is beginning to make progress toward achieving consensus on common goals related to the education of deaf and hard-of-hearing students. This progress is especially heartening.

To fully appreciate the progress which has been made, one merely needs to look back approximately 10 years ago. In 1980, Dr. Jim Newby, who currently is assistant commissioner in the State of Oklahoma and resides on our board of delegates, sampled the perceptions of State and special education directors and chief administrative officers of special schools for the deaf concerning the impact of Public Law 94-142 on the education of the deaf.

He wrote: "The most pervasive evidence in this study suggests a single major conclusion that there is a lack of communication, agreement, and mutual understanding among the three groups on these issues with respect to placement criteria, interpretation of least restrictive environment, and the role of residential schools for the deaf in the continuum of placement alternatives for hearing-impaired children.

"Inferential from the conduct of this study is the major implication that resolution of these discrepancies in perception will not occur until an appropriate forum is found for substantive communication to occur between and among these administrative groups."

This forum is now a reality. Two years ago representatives of the Conference of Educational Administrators Serving the Deaf and our association, the National Association of State Directors of Special Education, met to identify some actions which would improve educational services for the deaf and hard-of-hearing students.

One year ago, with support and encouragement from Dr. Davila and Dr. Judy Schrag, the director of the Office of Special Education Programs, the National Association of State Directors of Special Education and CEASD, along with representatives from other professional and consumer communities, met in Las Vegas.

As a result of that meeting, we achieved significant accomplishments: One, we achieved a collaborative relationship between and among the groups; and, two, we developed consensus about the areas of need in which action could be taken.

We agreed that there were many areas of program improvement which were necessary, but six we designated as high priority. We agreed that there are deficiencies in the knowledge and understanding of deafness, the deaf culture, and appropriate educational outcomes for students who are deaf and hard-of-hearing.

We agreed that there are deficiencies in program standards. There are currently no accepted program guidelines for deaf students beyond the legal requirements of IDEA. We agreed that there are deficiencies in the quality and the quantity of personnel and teachers and interpreters who serve deaf and hard-of-hearing students. We agreed that there are deficiencies in resources.

We agreed that there are deficiencies in partnerships and collaborations among the States, local school districts, and special schools. We agreed that there are deficiencies in advocacy and networking, and it became clear to us that increased involvement by people who are deaf in the educational process is needed.

In response to these deficiencies that we identified in Las Vegas, the National Association of State Directors of Special Education, in collaboration with the Conference of Educational Administrators Serving the Deaf and the National Association of the Deaf, committed to achieve educational excellence in the education of deaf students.

The joint deaf education initiative will develop and disseminate a model of national program standards for serving deaf students. We will develop and promote model standards for training and credentialing professional personnel and support personnel serving deaf students. We will develop model standards and competencies for use by interpreter training programs.

We will identify and disseminate program models for services to deaf students for specific geographic and demographic situations. We assume that there are good programs and good models out there. It is our task to find them, identify them, and promote them to be adopted by other States.

We also will identify and disseminate exemplary State policies for services to deaf students, and we will develop and disseminate concept papers relevant to State and local administrators of programs serving the deaf students.

For this initiative, we welcome and encourage the participation of organizations who represent deaf interests as well as those organizations representing the special education interests, for it is only together that we can achieve appropriate educational outcomes for deaf and hard-of-hearing students.

Mr. Chairman, we appreciate this opportunity to provide input to you on the education of deaf and hard-of-hearing students. We welcome your efforts and leadership and offer to you our assistance.

[The prepared statement of John George follows:]

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**Statement of the**

**National Association of State Directors of Special Education**

**to the United States House of Representatives**

**Subcommittee on Select Education**

**February 25, 1992**

Presented by:

Dr. John George
Director of Deaf Education Initiative

Accompanied by:

Dr. Doin Hicks

Mr. Chairman and members of the Subcommittee, the National Association of State Directors of Special Education (NASDSE) appreciates the opportunity to present the following statement. Our membership includes the administrators of education programs for children with disabilities in the Departments of Education in the 50 states, the District of Columbia, and the jurisdictions. NASDSE operates for the purpose of providing services to state agencies to facilitate their efforts to maximize educational outcomes for individuals with disabilities.

In recent years the National Association of State Directors of Special Education (NASDSE) has become increasingly aware of the educational needs of deaf and hard of hearing children. This has occurred, in part, due to public policy shifts toward favored placement of disabled students in public school classrooms. As this movement has progressed State Education Agencies (SEAs) and Local Education Agencies (LEAs) have assumed a correspondingly larger role for the deaf and hard of hearing population.

Historically, until the past two - three decades, the large majority of deaf and hard of hearing students were educated in special schools, which functioned somewhat apart from the public schools. Accordingly deafness not only was a low incidence disability group but one with whom there was limited contact by the regular education system and one for whom programming responsibility was not great.

All this has changed rapidly and dramatically. The majority of deaf and hard of hearing children are now enrolled in local public schools. The special school continues to have a crucial and, by definition, a very special role, or roles, to play. Defining these roles, building the bridges between and among programs, and forging workable partnerships has been our agenda in the recent past and will be crucial to realizing the 1990's goals for the education of deaf and hard of hearing children.

The NASDSE membership is indebted to the deafness-related organizations for helping us gain an understanding of important issues which need attention and resolution in order for deaf and hard of hearing students to more nearly reach optimal potential.

Consider, for example, four of the crucial issues facing both deaf students and those who provide educational services to them:

- **Deaf students have limited mastery of English language skills. At completion of secondary level schooling, deaf students read, on average, at about fourth grade level.**

  This simply is not good enough. This pervasive problem has been with us throughout the 175 year history of education of deaf persons in this country. We must, however, attack this problem on a variety of fronts, including replication of programs where greater than usual success in reading achievement has been demonstrated.

- **The isolation from communication access and socialization which occurs when hearing impaired students are educated in their neighborhood schools is another issue of concern.**

  We now find that 10 to 15 percent (six to 7,000) deaf students are attending public schools with only one, or at most two, deaf students. While this does not guarantee isolation from communication access or scarcity of support services, it does place a major challenge on the school which seeks to provide a full service program for only one student. Such a program must provide access to a complete cadre of classroom and other professional personnel, all of whom are knowledgeable about and able to communicate with the deaf child. Although data are not conclusive, indicators suggest too few of these students are well served.

- **A workable interpretation of Least Restrictive Environment (LRE) has not been achieved.**

  There are many persons within the special education community whose interpretation of LRE places a low value on special schools and centralized programs for deaf students. This interpretation "sticks in the craw" of educators of the deaf who value the contribution of the special school or other centralized programs. When LRE is looked upon as a "placement" instead of as a "process" students are often misplaced.

  The term "Most Appropriate Placement" is gaining acceptance as a concept of Least Restrictive Environment. In the Most Appropriate Placement Process a student can become the middle of a circle (rather than a cascade) and all program options are available to him/her based on assessment results and the needs of the child. Each placement choice, therefore, is determined based on the identified needs of the student. The Commission on Education of the Deaf (COED) has suggested eliminating LRE from regulatory language and replacing it with qualitative language with a positive connotation, such as, "appropriateness". Chapter two of the COED report (recommendations three through fourteen) addresses the issues surrounding determination of quality and appropriateness of placement.

- **There is a need to improve the personnel preparation and availability of qualified professionals serving deaf and hard of hearing students.**

  The Council on Education of the Deaf has a program for reviewing College and University programs for the preparation of teachers of the deaf and for issuing certificates to graduates of approved programs. Fifty-five Colleges and Universities are affiliated with CED in this manner. Most states, however, do not officially recognize CED certification. There is a need for greater consistency in training and certifying teachers, as well as the need for recruiting young persons, including deaf candidates into training programs.

Approximately 80% of deaf children are integrated into public schools. According to the National Task Force on Educational Interpreting, 40% of mainstreamed deaf children receive interpreting services for some or all of their classes. There are, however, no formally accepted standards for training or certifying educational interpreters in most states. This is an area of need which is especially crucial.

The CED currently administers certification programs for Psychologists, Supervising Teachers and Program Administrators working in programs for deaf students. Unlike the CED teacher certification, which has a training program approval component, these programs build upon generic training and licensing systems by ensuring that practitioners have additional training and experience with deaf students prior to CED certification. Interest has been expressed by professionals in the field for extending this program to other groups, particularly to counseling professionals. There is also need to expand existing recruiting and training within programs which do provide specific degree programs in deafness for educational support personnel.

These recommendations are just beginning to receive attention from the Special Education community. Leadership within the general Special Education Community and within the Education of the Deaf Community is making good progress toward achieving consensus on common goals related to the education of deaf and hard of hearing students. Contrasted with ten years ago, progress is especially heartening. In this regard it seems worthwhile to note the divergence of perceptions which existed within this leadership in 1980.

A research study at that time sampled the perceptions of LEA special education directors, SEA special education directors, and Chief Administrative Officers of special schools for the deaf concerning the impact of Public Law 94-142 on education of deaf and hard of hearing students. Dr. Jim Newby, the author of this Ph. D. dissertation study, now an official within the State Department of Education of Oklahoma who serves on the NASDSE Board of Directors, wrote a concluding paragraph within the abstract of the study as follows:

> The most pervasive evidence in this study suggests a single major conclusion: that there is a lack of communication, agreement, and mutual understanding among the three groups on these issues with respect to placement criteria, interpretation of least restrictive environment and the role of residential schools for the deaf in the continuum of placement alternatives for hearing-impaired children. Inferential from the conduct of this study is the major implication that resolution of these discrepancies in perception will not occur until an appropriate forum is found for substantive communication to occur between and among these administrator groups.

In the 12 years since Dr. Newby's study, we have not resolved these discrepancies of perception regarding Public Law 94-142 and related public policy issues as they impact eduction of deaf and hard of hearing children. The forum for communicating among administrators and other concerned groups is, however, now a reality.

In the summer of 1990 a small group of representatives of NASDSE and Conference of Educational Administrators Serving the Deaf (CEASD), an organization of administrative personnel in schools and programs for deaf and hard of hearing students, met in Washington. Our purpose was to identify some actions which would address issues of mutual concern as related to improved educational services for deaf and hard of hearing students. At that time we received encouragement and a pledge of support from Dr. Robert Davila, Assistant Secretary of Education, to help in creating a climate and initiating strategies which would lead to improved collaboration between those in education of the deaf and the larger special education community.

This initial discussion in Washington resulted in the identification of several areas in which collaboration would be useful but the probability of such collaboration occurring could not be predicted. A forum and a process were needed. This opportunity occurred in connection with the winter meeting of the Executive Board of CEASD in Las Vegas, Nevada in February of 1991. With support and encouragement from Dr. Davila and DR. Judy Schrag, Director of the Office of Special Education Programs, we were able to convene some 15 representatives each from NASDSE and CEASD along with a smaller number of representatives from the professional and consumer communities.

The results of the Las Vegas meeting exceeded our expectations along both the parameters which were crucial to success. First, the initial acquaintance activities and informational presentations resulted in a level of comfort and trust which permitted us to move rapidly into discussion of substantive issues of program relevance. Second, consensus on areas in which program improvements were needed and were amenable to such improvement through collaborative action likewise occurred in a surprisingly rapid and agreeable manner.

More than 70 statements were generated related to potential areas in which program improvement might be possible through collaborative relationships and collective action. These statements cluster into six priority areas and are summarized as follows:

### 1) Knowledge and Understanding

Improved understanding by special educators is needed relative to the pervasiveness of deafness and the unique learning needs it imposes.

Increased knowledge and understanding by special educators is needed relative to appropriate expectations and outcomes, and information required to make quality educational decisions with and for students who are deaf and hard of hearing.

**2) Program Standards**

There are no generally accepted program guidelines for deaf students beyond legal requirements of IDEA and various state laws. Some states do have rather comprehensive program standard manuals pertaining to the education of the hearing impaired -- other states have very little in the way of substantive program guidance for school systems.

**3) Personnel**

Educational interpreting is an area with high priority needs.

Standards for instructional support personnel are needed (building on current CED program).

**4) Resources**

All available resources within states should be used in improved ways to develop and enhance programs for students who are deaf and hard of hearing.

Barriers which restrict regionalized programming, thus impeding maximum usage of resources, need to be identified and removed.

**5) Partnership and Collaboration**

Special school resources need to be used more effectively in conjunction with state education agency resources to serve remote and rural areas.

There is a need to identify and replicate effective models of collaboration among local education agencies, state education agencies and special schools for the deaf.

**6) Advocacy and Networking**

Improved communication and coordination is needed among local schools, special schools, parents and consumers on behalf of students who are deaf and hard of hearing.

Student advocacy relative to programming and placement decisions is needed.

Increased involvement by people who are deaf in the educational process is needed.

In response to deficiencies identified, NASDSE, in collaboration with the CEASD and NAD, is committed to achieve educational excellence in the education of deaf students. The joint Deaf Education Initiative will:

- **Develop and disseminate a model of national program standards for serving deaf students.**

  NASDSE will solicit program standards documents from states to be reviewed in order to produce a draft which borrows heavily from the best of these manuals.

- **Develop model standards for training and credentialing professional personnel serving deaf students.**

  A process will be initiated to gain support of State Departments of Education for official recognition of the CED standards and certification based on those standards with the hope that a majority of states will see the value in endorsement of these standards as an important contribution to providing consistently high quality instruction to deaf students.

- **Develop model standards for support personnel serving deaf students.**

  Further exploration will be made of the desirability of a credentialing program for counselors working in the school and/or rehabilitation settings. If feasible, steps will be taken to develop draft standards and proceed toward implementation.

- **Develop model standards/competencies for use by interpreter training programs.**

  NASDSE, working with professionals and organizations in the field of deafness, will promote the adoption of the standards developed by the National Task Force, recognizing that educational interpreting is a new field and that meeting the standards will not occur quickly for most states. This task will require working closely with the National Consortium project at the University of Tennessee, the Registry of Interpreters of the Deaf and The Council on Education of the Deaf as well as other groups.

- **Identify and disseminate program models for services to deaf students for specific geographic/demographic situations.**

  There is a great need to identify and provide opportunities for replication of successful models of collaborative programming for low incidence populations, especially deaf children and youth. Such collaborative programs may be multi-district, multi-state, public-private agency or various combinations of agency and jurisdiction interaction. During the first project year steps will be taken to collect descriptive information about regional programming models. Strategies for dissemination/replication will be identified for implementation in subsequent project years.

- **Identify and disseminate exemplary state policies for services to deaf students.**

  In addition to program standard policies, there are believed to be various policies in force which support and facilitate educational service delivery. For example, such policies may relate to provision for technical assistance between and among state and local programs, inter-agency agreement provisions, and networking, to name a few. Project staff will solicit from state departments of education descriptive information on state policies which may be candidates for further study and/or dissemination. Information on selected policies will be made widely available.

- **Develop and disseminate concept papers relevant to state and local administrators of programs serving deaf students.**

  Several such documents will evolve from work achieved in the tasks outlined above. Other topics may include, for example, " The role and function of the special school as a resource center", The most recent relevant interpretation of the concept of Least Restrictive Environment as it applies to deaf students", "Creative resource management on behalf of programs for deaf students", and the NAD position statement: "A bill of rights for deaf students." During year one the project staff will review existing concept papers with a view to promoting wider acceptance of those which appear to be relevant.

In addition to NASDSE and CEASD, which represent program administration and leadership in policy implementation, other organizations will be invited to assume partnership roles in the Deaf Initiatives project. The National Association of the Deaf (NAD) will be offered a significant role as the major consumer organization and one which has knowledge about and a vested interest in educational programs. Additionally, other organizations with missions which are directly related to education of the deaf will be invited to participate. These include, but are not limited to: The Alexander Graham Bell Association of the Deaf (AGBAD), Convention of American Instructors of the Deaf (CAID), The American Society for Deaf Children (ASCD), The Association of College Educators of the Hearing Impaired (ACEHI), Council on Education of the Deaf (CED), and American Deafness and Rehabilitation Association (ADARA). Organizations in the field of General Special Education such as the Council for Exceptional Children (CEC) will also be asked to provide advice and assistance on various project activities.

This activity is crucial to continuation of the good will that is developing within and among Special Education and Deaf Education leadership personnel as well as to the need for continuous interaction regarding current and emerging issues of mutual interest. Accordingly joint meetings will continue to be important to the success of the project throughout the proposed three year duration and beyond.

We appreciate the opportunity to provide input to you on the education of deaf and hard of hearing students. We welcome your efforts and leadership, and offer to you our assistance.

Chairman OWENS. Thank you.

I never saw so many good things come out of Las Vegas. Excuse me, I just have to have something to get me through the day.

Dr. Hicks.

Dr. HICKS. Mr. Chairman, I only want to say that the Conference of Educational Administrators Serving the Deaf is delighted to have this opportunity to work specifically with the NASDSE organization and other organizations on some of these crucial problems.

I can only say that, from a personal standpoint, I've been involved in this sort of activity for some time, and this is the beginning of a dream come true for me to work more closely with these organizations. Dr. George and I have collaborated in developing this statement, so it is, in essence, our statement, as well as from the Conference of Educational Administrators.

Chairman OWENS. Thank you. I want to thank all three of you.

Do I hear you saying that the Individuals With Disabilities Act, IDEA, formerly the Education of the Handicapped Act, doesn't go far enough or is not suitable for deaf students?

Dr. GEORGE. I don't think that it's a question of whether it goes far enough; I think it's a question of the interpretation of the regulations that are guiding the IDEA. Specifically, I'm speaking to least restrictive environment.

Chairman OWENS. More so for deaf students than for other students with disabilities?

Dr. GEORGE. Yes. I believe that the Department of Education, with the Office of Civil Rights, has interpreted the least restrictive environment language to literally mean the lowest or the highest environment where "regular" students are located, not necessarily where the appropriate instruction and appropriate service is able to take place.

Chairman OWENS. Are you really saying that deaf students who are mainstreamed, to a much greater degree than most other students with disabilities, need two environments: They need the mainstream environment, and they also need another environment where they can identify with their peers? How did you put it—you and several other people—where peer social integration can be guaranteed?

Dr. GEORGE. In the optimal situation, the environment would be adapted to meet mainstream students who are deaf. Unfortunately, simply placing a deaf student into a regular education classroom and providing an "interpreter" who may not be qualified fulfills regulatory language but does not allow that student to achieve.

Chairman OWENS. An interpreter certainly can't provide peer integration. I mean, he has to have peers there.

Dr. GEORGE. That's correct.

Chairman OWENS. A student has to have a critical mass of same age, same language, et cetera. So you do need two environments.

Dr. DICKMAN. If I may, I think, as we've heard earlier today, there are any number of different ways of communicating for deaf children. Therefore, it's dependent somewhat on the chosen communication mode as to how many different environments would be needed.

For example, a child who communicates orally would not need an environment that included his access to an interpreter for either cued or other forms of sign language. Conversely, for children who communicate either in one of the various modes of sign or cued speech, they would, to have a critical mass of peers, need to have these environments, either within the school system itself or in another appropriate placement setting.

Chairman OWENS. I might have been putting it very crudely, two environments. He needs exposure to certain kinds of experiences, and somehow you have to create that exposure.

Along with other panels, you have also mentioned the inadequacy of interpreters. Now, it seems to me there are many recommendations that are offered which are difficult to meet, but I don't understand why year after year and panel after panel we have these complaints that there are just not enough interpreters.

What is the problem? Is it so difficult to train interpreters? What initiative does government need to take to make sure we solve that highly visible but solvable problem?

Dr. HICKS. May I respond to that, Mr. Chairman?

Chairman OWENS. Yes.

Dr. HICKS. The Federal Government is taking some action. They have in fact allocated some specific monies for the training of educational interpreters, but the problem is much larger than the resources that are now available.

It also tends to be more of a local and regional issue in that educational interpreting often is not a career. It is a step on a career ladder or something that a person would do for a period of time and then move on to some other kind of activity. This is not to say that it can't be a career, but generally it isn't.

Also, community and public service interpreting generally pays better than educational interpreting, so there is less motivation to go into the area of educational interpreting, plus the fact that educational interpreting is often combined with other types of activities, such as tutoring, assisting the teacher. There are many job descriptions around interpreter/tutor/assistant, this sort of thing.

The standards, both for training and even for codes of conduct of interpreters, don't necessarily apply across the board in educational interpreting. So there has been an effort in recent years to develop a set of competencies and some descriptive information. That is accomplished. We have that now as a result of a task force that worked for about four or five years.

What we don't have are the training programs in place, nor do we have the evaluation programs, the quality assurance programs, nor the in-service training programs to keep those going. A number of States are now beginning to become much more involved in that. We have a long way to go. We're facing, in my opinion, about a 10-year set of activities to try to get educational interpreting up to a level that I believe is really acceptable. We're going to have to have more programs. We're going to have to have a system of credentialing. These are probably going to have to come from the local and the State level up, but they can be based on activities that occur at the national level, in terms of guidelines or recommendations.

Chairman OWENS. Are there any videotapes or films or computerized instruction in this area?

Dr. HICKS. There are some videotapes. This is a fairly new profession, that is, educational interpreting; so there are not a lot of curriculum materials. There will be, on April 14, a teleclass from the University of Tennessee that will go out nationally on satellite television. This is a two-hour program which will describe the whole issue of educational interpreting.

The panelists on that teleclass will be educational interpreters and some deaf persons who used interpreting as they came up through their education. I will have the privilege of moderating that panel. I'm looking forward to that.

Chairman OWENS. You're saying, then, that a lot of basics are in place that were not in place before and that now we can take off with the necessary resources?

Dr. HICKS. Indeed; that is correct.

Chairman OWENS. That's a good note to end on.

We will make good use of your testimony. If we have additional questions for you, we will submit them to you in writing. Likewise, you are free to submit any additional comments for the record within the next 10 days. Thank you again.

The subcommittee hearing is now adjourned.

[Whereupon, at 1:28 p.m., the subcommittee was adjourned, subject to the call of the chair.]

[Additional material submitted for the record follows.]

MAR 17 1992

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March 12, 1992

Honorable Major R. Owens
House Subcommittee on Select Education
518 Annex 1
Washington, D.C. 20515

Re: Reauthorization of the Education of the Deaf Act

Dear Congressman Owens:

I want to thank you for the opportunity to submit written testimony regarding the Reauthorization of the Education of the Deaf Act [EDA]. More importantly I want to thank you and Pat Laird for your long-standing commitment to education in general and deaf children in particular.

We note with hope your statement on February 25, 1992 that you will be exploring "ways to strengthen [EDA] to ensure an appropriate quality education for students who are deaf and hard of hearing." With that in mind, we are formally requesting that this letter be included in the formal Congressional record of the EDA Reauthorization hearings.

The California Center for Law and the Deaf [CalCLAD] was established in 1978 as a program of the Deaf Counseling, Advocacy and Referral Agency and separately incorporated in 1986. CalCLAD is the only non-profit law center devoted exclusively to the needs of the deaf community.

You have received a great deal of testimony regarding EDA and the significant needs of deaf children in this nation. In 1988 the Commission on Education of the Deaf [COED] published its findings regarding the "unsatisfactory" state of deaf education in this country. In 1989 in hearings before your Subcommittee, numerous witnesses representing a broad spectrum of deaf organizations urged Congress to take active steps in regards to the education of deaf children. In particular we noted:

- the importance of providing appropriate programmatic and placement opportunities for deaf children, based on their unique communication needs.

- the importance of recognizing that deaf children vary as to hearing loss, language, and language mode.

- the importance of recognizing that generic application of the "Least Restrictive Environment" segment of IDEA was harmful to many deaf children.

- the importance of providing educational programs with a critical mass of age and language peers, teachers proficient in the child's language and language mode, deaf role models and comprehensive services that recognize the unique needs of deaf children.

- the importance of implementing the recommendations of COED.

Four years have passed since COED issued its report and three years since the March 1989 hearings before your Subcommittee. It is time for specific and positive Congressional action to ensure that the educational system of this nation addresses the long-standing needs of deaf children.

Deaf children in California and throughout the United States are routinely denied appropriate and effective education. The reasons for this are complex, but at the heart of the matter is the failure to recognize the fundamental importance of communication. It is the ability to communicate that defines our humanness and opens the world for a child. It is well established that the early and effective development of a native language, whether oral or manual, is absolutely crucial to cognitive, social, emotional and academic growth.

Hearing children take for granted that their school years will be spent with age and language peers. They typically live in a fabulously rich language environment where knowledge is gained, experience transformed, and the joy of human interaction keenly felt. And while they may be exposed to a variety of teachers, some inspirational, some not, they will rarely, if ever, have a teacher who cannot communicate with them or who communicates at an infant's level. They take it for granted that there will be dozens, if not hundreds of peers with whom they can directly and effectively communicate.

Many deaf children, on the other hand, spend their entire school experience without benefit of basic social interaction. Many have little or no basic language skills. Through misapplication of current law and misguided attitudes, many are placed in programs where there are no age and language peers and where staff has limited, if any appropriate communication skills. This is a fundamental failure in American education and the consequences are staggering and tragic.

Historically deaf children have had the most isolating of educational experiences - 76% of all deaf students are in schools in which there are no more than two other deaf children. They are often placed in programs with mentally retarded or emotionally disturbed children or in classes in which the age range can be from 5 to 18. A recent study from Gallaudet University suggests that even teachers who sign to their deaf students may be actually communicating only 65% of what they are saying.

Teachers and administrators do not understand the cultural, linguistic and educational implications of being deaf. School districts systemically place deaf children in mainstreamed settings, unaware that mere "exposure" to hearing children will not necessarily advance a deaf child's academic, social and linguistic growth. As indicated by professional and parental testimony before your Subcommittee in 1989, this is not only naive but detrimental to deaf children.

To further complicate the matter, the educational system has failed to recognize the fundamental role played by a deaf child's natural or native language. Since ninety percent of deaf children have hearing parents, the question of language acquisition is a crucial educational matter. Increasingly we are learning that many deaf children need early and constant exposure to the natural or native language of the deaf community - American Sign Language. Studies show that early development of a natural language greatly enhances cognitive growth and facilitates development of English skills.

On average deaf children graduate from high school with 3rd grade reading skills, while hearing graduates have 10th grade reading skills. In addition:

- only 1/3 of the deaf population complete high school;
- a deaf child gains eight months in reading from ages 10

through 16, while a hearing child gains six years;

- the income level of deaf adults is 65% of hearing peers;
- less than 7% of deaf people graduate from college; 33% of deaf males are unemployed;
- in 1987 the median income of a hearing family was $29,000, that of a deaf family, $14,000;
- thirty percent of deaf students leave school functionally illiterate.

And on it goes. The real tragedy is that deaf children are fully capable and prepared to learn and to grow and be productive. The losses both to the deaf child and our society, as reflected in these statistics, are beyond calculation.

We urge you to consider the following:

1. That despite the variety of organizations testifying before your Subcommittee, every one has urged Congress to take active steps in improving deaf education. Immediate legislative action is called for. We cannot wait another three or four years at which time, more testimony will be taken about the problems facing deaf children.

2. That EDA be amended to include the following:

A. Model bi-cultural and bi-lingual programs be established throughout the nation.

B. Recognition that American Sign Language [ASL] is the natural language for many deaf children and that those children, like all children, are entitled to an education that provides appropriate communication access and development.

C. The development of a Teacher Corps to encourage deaf students to enter the teaching profession.

D. Specific clarification of the Least Restrictive Environment segment of IDEA as it relates to deaf children and the creation of policy that recognizes the central role of communication in a deaf child's educational experience and the determination of what constitutes an appropriate placement.

E. Assessment of model programs, as well as other programs for deaf children throughout the nation and dissemination of information regarding those programs that have been successful in assisting deaf children, particular with regard to their language skills.

F. Development of a Deaf Educational and Cultural Institute to study and preserve the deaf culture, including its history, language, artifacts, and other elements of the deaf experience in the United States.

G. Recognition that deaf children are too frequently viewed from a pathological model; that they, like all children possess wonderful potential and deserve to be respected as individuals, whether they use a manual or oral form of communication.

With your help we can, as you stated, ensure that deaf children have an "appropriate quality education." It would be a terrible loss to those children as well as our society, if we continue to fail to recognize the unique beauty and needs of American deaf children.

Sincerely,

Lawrence Siegel

Lawrence Siegel

LS:gg

# The City University of New York
# Consortium
# of
# Programs for Deaf and Hearing Impaired Students

## Testimony of Deborah S. Copeland
## for
## The Subcommittee on Select Education
## Education of the Deaf Act Reauthorization
## Washington, D. C.

February 25th, 1992

Mr. Chairman and Members of the Committee:

As the Chairperson of the City University of New York's Programs for Deaf and Hearing Impaired Students (PDHIS) Consortium, I am here to share our thoughts about long-range plans for the education of this population, specifically in the area of post-secondary education. My name is Deborah Copeland. I am the Director of the Program for Deaf and Hearing Impaired Students at Lehman College. My colleagues and members of the Consortium are: Desiree Duda, Director of LaGuardia Community College's Program for Deaf Adults, Carole Lazorisak, Director of The College of Staten Island's Resource Center Serving Deaf and Hard of Hearing Students, and Howard Hines, Director of New York City Technical College's Program for Deaf and Hearing Impaired Students.

The City University of New York (CUNY) is a 19-college university with branches located throughout the five boroughs, now consisting of ten senior colleges, one technical college, seven community colleges and a law school.

The City University of New York has long been committed to providing equal access to higher education for all, including those with disabilities. The four institutions that comprise the CUNY Program for Deaf and Hearing Impaired Students' Consortium are: LaGuardia Community College, a comprehensive community college; Lehman College, a four-year liberal arts college; New York City Technical College, an urban technical college; and the College of Staten Island, a four-year comprehensive college.

In 1974, CUNY created programs to deal with the unique service and educational needs of the region's Deaf and hearing impaired populations. At present, there are well over 700 deaf and hearing impaired students attending these four CUNY branches as well as at least 100 students attending other campuses. An ever-increasing number of students are members of minority populations from disadvantaged socio-economic backgrounds. Since 1985, funds have been allocated from the New York Governor's Office to the four programs as a result of active lobbying efforts of these colleges. It is not enough. It falls far short. We need help to serve the increasing numbers of students that we have seen or are seeing.

The goal of the PDHIS Consortium is to maintain a comprehensive collaborative program which provides essential services to the Deaf and hearing impaired students of the NYC metropolitan area. PDHIS participates in joint programs with other academic institutions and the surrounding urban community, and serves as a model and informational resource center for collaboratives nationwide.

All four PDHIS programs are committed to accessing the mainstream environment with the necessary support of quality interpreters, tutors, notetakers and counselors. In addition, the consortium provides specific and essential skills enhancement courses to Deaf and hearing impaired individuals including pre-college study, transitional courses and support services to meet the needs of high school graduates and returning older adults; pre-vocational and communication skills training to low functioning individuals; mentoring systems to enhance learning opportunities; and interpreter education workshops and seminars.

The majority of students served by PDHIS' programs are what we consider to be "non-traditional". This includes the economically and socially disadvantaged, ethnic minorities, aging out youth who are not yet ready for employment, single parents, returning homemakers, displaced workers, older adults, and foreign born students with limited English proficiency. The family and cultural ties to which these individuals are committed make it impossible for them to leave their communities and attend other educational institutions.

During the 1990-1991 academic year, PDHIS programs served 711 individuals - Latin 35%, Black 30%, White 32%, ages 18-25 22%, and ages 26+ 78%.

**Let me give you examples of what our student body is like:** Cindy Gabel is a 36-year old college sophomore who comes from a deaf family and is deaf herself. She attended deaf schools through high school. Thirteen years after graduating and dedicating herself to her family, she returned to college. Cindy chose a CUNY college with a PDHIS office because it was near her home and family. Since ASL is her primary mode of communication, she required a sign language interpreter fluent in ASL for her classes. She also receives tutoring and notetaking. She is a successful degree candidate and has managed to develop positive working relationships with professors and students both deaf and hearing, while she maintains high grades. She juggles the difficult roles of mother and college student quite successfully.

Maria Fallon who is hard of hearing, grew up in Trinidad, and moved to New York in 1972. Maria remembers not being able to keep up with other students in the school she attended in

Trindad. She recalls hiding the extent of her hearing loss by pretending she could comprehend everything that was being taught. When she entered our program she lacked confidence in her own ability as well as the ability of any academic program to assist her. When she enrolled in the CUNY program her intentionn was only to improve her basic skills. She also expressed an interest in helping her daughters with their homework.

At first, she felt like quitting the program. Through hard work and tremendous effort Maria painstakingly tackled the writing process. With the aid of a computer, she would repeatedly edit and rewrite her essays. If she was not satisfied with the outcome of her efforts in class she would take her work home and continue trying. As Maria began to see her hard work pay off, she became more enthusiastic about her education and set a goal of entering a GED program. Additionally, her self-esteem improved and she is no longer apologetic about her writing skills. The biggest improvement is in Maria's writing. Her essays are now well thought-out and extremely organized.

Maria also utilizes the in-class library and is now reading novels. The single mother of three children, Maria also boasts of her growing ability to assist her daughters with their homework.

During the year since she entered the program, Maria has had perfect attendance. She now has the air of a highly motivated enthusiastic woman who has overcome tremendous odds. She is an inspiration to her instructor as well as her fellow students.

Pedro Gonzalez, a Deaf, middle-aged, hispanic male was a participant in the CUNY food service training program. We were informed that Pedro had worked as an assistant cook for five years and had never received a cost of living increase. He had suffered a back injury while on the job and became a recipient of social security disability benefits. He trained with us for four months in the campus cafeteria and an additional three months with Marriot Hotel Cafeteria. After completing his internships he was offered a job with the company. He was eventually promoted to assistant cook and was no longer on social security disability.

The current student enrollment has changed significantly from the typical college student enrollment that existed when many of these programs were implemented.

## PRESENT DILEMMA

This population is in need of services and comes to PDHIS programs for assistance. It is estimated that at least 200 individuals from the community are not currently served because of the unmet fiscal needs currently within the programs.

Even though PDHIS programs receive some support from New York State, the funding allocation is not sufficient to meet the diverse needs of the populations we serve. It is estimated that the cost of interpreting, notetaking and tutorial services for a 12 credit course load per student is approximately $7,335.

It is easy to justify the need to establish a post-secondary regional center in the New York City metropolitan area. These include:

* **Large Concentration of Deaf and Hearing Impaired Individuals, Predominantly of Minority Groups and of Low Socio-Economic**

**Levels:** PDHIS programs currently serve 711 individuals. It is estimated that a minimum of an additional 200 individuals are in need of services. 68% of these students are of minority cultures. 78% of these students are age 26 and older. In less than three years, PDHIS programs have experienced a 75% enrollment increase.

* **Benefit of a mainstream environment:** Students have the opportunity to benefit from a campus which provides a mainstream environment while at the same time ensuring programmatic needs of the students through a critical mass of Deaf and hearing impaired individuals, professional staff trained in deafness, and role models. Students may also benefit from services provided to the general population such as day care services for their children.

* **Support to the Community Elementary and Secondary Institutions:** It is well known that Deaf students come to post-secondary institutions ill-prepared for college level work. It is our intention to work closely with elementary and secondary institutions to build a better partnership between the community and these institutions.

* **Financial and family resources accessible:** Many Deaf individuals have not attended college because of fiscal constraints and family obligations.

* **Economic hardships force students to stay close to home:** We are finding more and more that due to economic hardships, more and more students are staying close to home. State support of out-of-state education is being significantly reduced and students who pay their own tuition do not have the means to support lodging and travel.

**Summary:** According to a fact sheet distributed by

American Telephone and Telegraph (AT&T) National Health Interview Survey in 1987, 616,000 Deaf and hearing impaired individuals reside in the New York City metropolitan area. New York City records show that in the next five years, over 600 Deaf and hearing impaired students will graduate from high schools in the metropolitan New York area alone.

We have proven that there is a great need for services in this particular region. Services need to be provided to this in-need population within a community-oriented framework. Services offered should be affordable and supportive of cultural and family demands.

We find it ironic that, as our population increases, other federally supported institutions for Deaf and hearing impaired students are experiencing rapidly shrinking enrollments. We believe attention should be given to this region and the population it serves. We have included for submission for the Record at the end of my testimony, some statistics which we believe you will find enlightening. They essentially support the case we are making in this testimony.

Mr Chairman and the members of the Committee, we are seeking the opportunity to compete for federal support targeted to education for Deaf and hearing impaired students. We are requesting your support for program expansion and research specific to the needs of our non-traditional population. Providing the means to assist this population in achieving their full potential and becoming productive and taxpaying citizens will benefit not only the individuals involved, but society at large.

Thank you, Mr. Chairman, for the opportunity to share our thoughts with you and the Committee.

# PROGRAMS FOR DEAF AND HEARING IMPAIRED STUDENTS

## THE CITY UNIVERSITY OF NEW YORK

### Mission

The mission of the Programs for Deaf and Hearing Impaired Students (PDHIS) is to empower deaf and hearing impaired individuals in becoming self-sufficient contributing members of society. To accommodate the unique and specialized needs of this population in reaching career goals, PDHIS works collaboratively with academic programs, and adult literacy programs; the New York City Board of Education; private institutions; and government and private agencies.

### Purposes

1. Provide deaf and hearing impaired students access to college programs in mainstream settings.
2. Provide optimum support services including:
   a. interpreting
   b. notetaking
   c. tutoring
   d. counseling
3. Provide educational programs that provide stepping stones to enable deaf and hearing impaired students to fulfill their educational and career goals.
4. Upgrade professional development and skill enhancement of PDHIS faculty and staff.
5. Provide sensitivity and awareness training to college and community.

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## THE CITY UNIVERSITY OF NEW YORK CONSORTIUM:
## PROGRAMS FOR DEAF AND HEARING IMPAIRED STUDENTS

The College of Staten Island
LaGuardia Community College
Lehman College
New York City Technical College

### NUMBERS OF STUDENTS

| | |
|---|---|
| Degree Candidates | 203 |
| Pre-College | 104 |
| Bridge Program | 504 |
| Interpreter Training | 23 |
| Interpreter Education | 82 |
| American Sign Language classes | 392 |
| Total students served '90-'91 | 1,308 |

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### ETHNICITY

Black 30% White 32% Asian 1% Latin 35%
American Indian 0% Other 2%

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### AGE GROUP

18-21 12% 22-25 10% 26-35 55% 36 + 23%

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### SCHOOL EXPERIENCE

Residential 33% Mainstream 47% "Hearing" program 20%

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